8/20/75

Part IV item 5

Retain

Released under the John F. Kennedy Assassination Records Collection Act of 1992 (44 USC 2107 Note). Case#:NW 88321 Date: 2025

OPTIONAL FORM NO. 10
MAY 1962 EDITION
GSA GEN. REG. NO. 27

5010-106

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. Sullivan

DATE: July 7, 1971

1 - Mr. Sullivan
1 - Mr. Rosen
1 - Mr. Shroder
1 - Mr. Campbell
1 - Mr. Schutz
1 - Mr. Mohr
1 - Mr. Bishop
1 - Mr. C.D.Brennan
1 - Mr. Callahan
1 - Mr. Dalbey
1 - Mr. Gale

FROM : A. Rosen

SUBJECT: MEDBURG

In connection with our investigation into the burglary of the Media Resident Agency during the night of March 8, 1971, SAC Roy K. Moore, who is handling the special at Philadelphia, has advised 12 of the 25 Agents assigned to the Philadelphia Division on the special have returned to their field offices of assignment. Two more are scheduled to return this weekend, leaving a balance of 11, including SAC Moore.

We have discontinued the electronic surveillance of the cabin in the Pennsylvania mountains where it had been anticipated discussions would be had between break-in leaders and our Philadelphia source relative to future break-ins. John Peter Grady, who has been developed as the principal subject in Medburg and the instigator of the majority of draft board break-ins throughout the East Coast, never appeared at the cabin as he stated he would. There is no indication his failure to appear was due to anything else but irresponsibility on his part. Our informant continues to maintain contact with others of the Berrigan group, and it is hopeful information pertinent to this investigation will be obtained through this source.

Of primary interest is the fact our investigation in the Camden, New Jersey, area has resulted in the location of Grady, his hideout, and the insertion of another source into a group which is led by Grady and which is currently planning a "hit," presumably on a draft board and/or Army Intelligence office in the Camden, New Jersey, Federal Building. Our informant has established himself with the group and is in a position to be aware of detailed plans relative to this proposed hit.

The break-in has been tentatively set for the weekend of July 17 - 18, 1971. However, definite arrangements have not as yet been formulated. Appropriate safety measures have been instituted to protect our Camden Resident Agency, which is in the same building. As previously indicated in our memorandum of June 28, 1971, dealing with the latest phase of our investigation, it is imperative no dissemination be made of this information outside the FBI at this time. When full facts become known, consideration will be given to disseminating this information on a need-to-know basis. It is our

HAS:jyl
(12)

intention that by careful planning we may be in a position to apprehend those participating in this new break-in (15 to 25 individuals) during the actual attempt. We hope to link many of these individuals with the Media break-in.

By memorandum dated June 24, 1971, reference was made to the feasibility of conducting a grand jury hearing into Medburg. It was recommended and approved that no action be taken along these lines until the discontinuance of our electronic surveillance at the Pennsylvania cabin. In view of the fact our current inquiries have resulted in our being in a position to anticipate a hit by the Grady group within the next two weeks, any grand jury action would obviously adversely influence Grady's plans for his newest break-in.

ACTION: If approved, we will continue our efforts along the lines set forth above, and no discussion will be had at this time with the Internal Security Division relative to a possible grand jury hearing on Medburg.

OK H

NW 88321 DocId:32989529 Page 3

OPTIONAL FORM NO. 10
MAY 1962 EDITION
GSA GEN. REG. NO. 27

5010-106

UNITED STATES GOVERNMENT

ROUTE IN ENVELOPE

Memorandum

Tolson
Felt
Sullivan
Mohr
Bishop
Brennan, C.D.
Callahan
Casper
Conrad
Dalbey
Gale
Ponder
Rosen
Tavel
Walters
Soyars
Tele. Room
Holmes
Gandy

TO : Mr. Sullivan

DATE: July 19, 1971

FROM : A. Rosen

SUBJECT: BURGLARY OF FBI RESIDENT AGENCY, MEDIA, PA. 3-8-71

1 - Mr. Sullivan
1 - Mr. Rosen
1 - Mr. Shroder
1 - Mr. Campbell
1 - Mr. Schutz
1 - Mr. Mohr
1 - Mr. Bishop
1 - Mr. C.D. Brennan
1 - Mr. Ponder
1 - Mr. Dalbey
1 - Mr. Gale

This is to summarize the current status of our investigation of captioned matter and to consider future plans in connection with the development of information indicating a planned break-in at the Post Office Building, Camden, New Jersey, scheduled for July 25, 1971.

John Peter Grady, a close associate of the Berrigan brothers, according to several sources, claims to have planned and participated in the Media burglary. He was allegedly assisted by Fathers Joseph O'Rourke, Peter Fordi, and Edward McGowan. In addition, at least three other alleged associates of the Berrigan group are believed to have participated. Through information recently developed, Grady has been pinpointed as the individual who masterminded at least 14 of the 18 break-ins of various Government facilities during the past two years. He currently heads up what is termed the "action group" and is reported reliably as being a staunch advocate of "hits" on Federal facilities as a means of embarrassing the Federal Government.

During the past several weeks, we have been successful in inserting a highly productive source into a group led by Grady which is presently planning a break-in of the draft board office with alternate targets being Military Intelligence and the FBI Resident Agency, all located in the Post Office Building at Camden, New Jersey, a Government reservation. The early morning hours of Sunday, July 18, 1971, was the original target date. However, Philadelphia has now reported that, in all probability, the hit would be delayed until July 25, 1971, in order to allow elements from the Newark, New Jersey, area to participate. Under the direction of SAC Roy K. Moore, on special Medburg assignment, with the cooperation of SACs, Philadelphia and Newark, arrangements have been perfected aimed at apprehending these individuals red-handed. Hopefully, O'Rourke, Fordi, and McGowan will participate in the Camden break-in as well as others involved in the Media burglary. Precautions have been taken to cover our Resident Agency at all times. In addition, personnel are on continual alert to swing into action should the hit date be unexpectedly advanced.

HAS:jyl
(12)

REC- 11 CONTINUED OVER

2387

67 AUG 2 1971

ROUTE IN ENVELOPE

With respect to the proposed Camden break-in, it was recognized from the outset that secrecy was imperative--both from the standpoint of protecting our source who has successfully associated himself to a very close degree with Grady and, more important, insuring there be no leak which would scare off Grady and his group. By memoranda June 28 and July 7, 1971, we pointed out the importance of keeping these plans confidential, it being imperative that there be no dissemination outside the FBI at this time. It is SAC Moore's recommendation we not alert at this time any agencies having an interest and/or located in the Post Office Building. This would include General Services Administration, the military, Selective Service, and Postal authorities. To do so might result in activity which could very well alert the alleged perpetrators who are very sensitive to any unusual activity and who have the Post Office under surveillance.

It should be noted the Internal Security Division of the Department has requested it be advised of all matters having any possible connection with the Berrigan group. None of the individuals known to be planning participation in the Camden break-in are among those indicted with Berrigan in the Eastcon case. Nevertheless, it appears persons associated with the Berrigan group are involved in the planning of the Camden break-in and all seem to be inextricably intertwined in the Berrigan and Eastcon philosophies.

It is also noted that in a memorandum dated March 29, 1971, the Internal Security Division indicated, in view of the interest of that Division in those individuals associated with Eastcon and the Berrigan supporters, they desired the Media case be handled in its entirety by the Special Litigation Section of the Internal Security Division. They also requested that in addition to communications, all prosecutive presentations should be made to the Special Litigation Section.

ACTION: In view of the above developments indicating a tentative action date for July 25, 1971, it is recommended this matter be presented at this time to the Special Litigation Section well in advance of the target date in order that there can be no question concerning the propriety of our proposed action. The Bureau obviously must fulfill its responsibilities in this case which might involve the apprehension of from 15 to 25 individuals in the commission of the intended break-in of the Post Office Building. In order to preclude as much as possible any unforeseen difficulties,

CONTINUED - OVER

NW 88321 DocId:32989529 Page 5

Memorandum to Mr. Sullivan
Re: Burglary of FBI Resident Agency
Media, Pennsylvania, 3-8-71

it is recommended that SAC Roy K. Moore, who has the responsibility for the overall direction of this situation, be immediately instructed to report to Bureau Headquarters for a full discussion of his proposed plans. If approved, SAC Roy Moore, representatives of the Special Investigative Division and General Investigative Division, and Mr. Dalbey will present this matter to the Special Litigation Section of the Department with reference to the contemplated prosecutive action in the event a break-in should occur.

In view of the sensitive nature of this material, tickler copies are being hand carried.

OK, but I agree reluctantly in view of Mardian's propensity [illegible] leaks.

WBS

SAC R. K. MOORE ADVISED 7-20-71. HE WILL ARRIVE WASH. D.C. AROUND 11:30 AM 7-21-71.

JUL 26 1971

TELETYPE

NR001 PH CODE

0125AM URGENT 7-26-71 JEW

TO DIRECTOR

FROM PHILADELPHIA (52-7165)

Mr. Mohr
Mr. Bishop
Mr. Brennan CD
Mr. Callahan
Mr. Casper
Mr. Conrad
Mr. Dalbey
Mr. Gale
Mr. Ponder
Mr. Walters
Mr. Soyars
Tele. Room
Miss Holmes
Miss Gandy

MEDBURG (CAMDEN ACTION)

INFORMANT HAS BEEN ATTENDING NIGHTLY MEETINGS RE CAMDEN ACTION WITH JOHN PETER GRADY, THE PRIME MEDBURG SUSPECT. SOURCE DEBRIEFED AT LENGTH ON DAILY BASIS AND ADVISED AS FOLLOWS:

ON SEVEN TWENTY LAST SOURCE ADVISED IN DETAIL AS TO PRESENT PLANS UTILIZED IN FORTHCOMING CAMDEN "RIP OFF" OF DRAFT BOARD CAMDEN FEDERAL BUILDING. SOURCE FURNISHED POSITIONS OF LOOK-OUTS, OUT RIDERS, AND CUT OFF CARS AS WELL AS ESTABLISHED PROCEDURES. SOURCE FURNISHED A PARTIAL LIST OF PERSONNEL TO BE UTILIZED BY GRADY.

DURING PERIOD SEVEN TWENTY- TWENTYFOUR LAST GRADY AND GROUP CONDUCTED NIGHTLY SURVIELLANCE OF CAMDEN FEDERAL BUILDING FOR PURPOSE OF GETTING ADDITIONAL INFO REGARDING POLICE PATROL PATTERN, NIGHT WATCHMEN'S ROUNDS AND GENERAL VEHICULAR AND PEDESTRIAN TRAFFIC IN VICINITY OF CAMDEN FEDERAL BUILDING.

END PAGE ONE

52-94527-2387

ENCLOSURE

ON SEVEN TWENTY THREE LAST GRADY GAVE SOURCE ONE HUNDRED FIFTY DOLLARS AND INSTRUCTED SOURCE TO PURCHASE THREE CITIZENS BAND WALKIE TALKIES. SOURCE PURCHASED WALKIE TALKIES ON SEVEN TWENTYFOUR SEVENTY ONE. ONE WALKIE TALKIE OBTAINED BY BUREAU TO MONITOR GRADY'S TRANSMISSIONS.

BY PREVIOUS AGGREEMENT, ROBERT GOOD, NEW YORK DEFENSE COMMITTE, MET WITH GRADY AT COLLINGSWOOD N.J. REGARDING CAMDEN ACTION AND THEN PROCEEDED TO NEW YORK CITY TO RECRUIT NEEDED ADDITIONAL PERSONNEL. ON SEVEN TWENTYFOUR LAST GOOD RETURNED FROM N.Y.C. (New York City) IN COMPANY OF ANN DUNHAM AND FATHER EDWARD J. MURPHY. ON SEVEN TWENTYFOUR LAST GOOD, DUNHAM, AND MURPHY ATTENDED MEETING WITH GRADY MICHAEL GIOCONDO, ANITA RICCI, KATHLEEN RIDOLFI, AND FATHER MICHAEL DOYLE AND SOURCE. GROUP PARTICIPATED IN SURVIELLANCE AT WHICH TIME A DRESS REHEARSAL WAS CONDUCTED UTILIZING PRE-ESTABLISHED PEDESTRIAN AND VEHICULAR LOOKOUTS, CUT OFF CARS AND OBSERVATION POSTS. ALSO UTILIZED WERE PRE-ESTABLISHED CODED RADIO AND VISUAL SIGNALS.

(THIS DRESS REHERSAL OBSERVED AND MONITORED BY BU AGENTS)

END PAGE TWO

PAGE THREE

PH 52-7165

SUBJECT MURPHY REVEALED TO SOURCE THAT JOE O'ROURKE, PETE FORDI AND ED MC GOWAN ARE POSSIBLE PARTICIPANTS.

SOURCE ASCERTAINED FROM RICCI THAT TWELVE OTHER INDIVIDUALS (NAMES NOT KNOWN) FROM PHILADELPHIA WILL ALSO PARTICIPATE. MURPHY REVEALED TO SOURCE THAT THIS ACTION IS "MOST DETAILED AND BEST PLANNED THAT HE HAS SEEN." MURPHY EXPRESSED GREAT INTEREST IN MILITARY INTELLIGENCE AND FBI RESIDENT AGENCY LOCATED ON FOURTH AND SECOND FLOORS OF FEDERAL BUILDING RESPECTIVELY.

MRUPHY AND DUNHAM WILL RETURN TO NEW YORK CITY THIS DATE (MONDAY) TO CONTACT O'ROURKE AND OTHER PARTICIPANTS.

GRADY ADVISED SOURCE THAT "RIP OFF" WILL TAKE PLACE ON SAT- URDAY OR SUNDAY NIGHT BETWEEN ELEVEN THIRTY PM AND TWELVE FIFTEEN AM (GRADY FEELS OPTIMUM CONDITIONS EXIST ON THESE NIGHTS). PLANNED EXIT FROM FEDERAL BUILDING WILL BE BETWEEN THREE AM AND FOUR FIFTEEN AM.

SOURCE FEELS A FULL DRESS REHEARSAL WILL BE NEEDED TO INCLUDE ALL PARTICIPANTS BEFORE ACTUAL HIT.

END FBI WA

NR 001 PH CODE

6 0605AM URGENT 8-8-71 JEW

TO DIRECTOR (52-94527)

NEWARK (52-6817)

FROM PHILADELPHIA (52-7165 SUB-S)

MEDBURG; CAMDEN ACTION. OO: PHILA.

PRINCIPAL SOURCE, CAMDEN, ACTION REPORTED MEETING HELD EIGHT ZERO ZERO P.M. SATURDAY AUGUST SEVEN LAST AT APT. OF MICHAEL GIOCONDO TWO TWO NINE COOPER ST., CAMDEN, N.J. JOHN PETER GRADY NOT PRESENT AS HE WAS VISITING FAMILY AT NEW JERSEY SEASHORE AREA. ACTIVE SURVIELLANCES FROM ROOF OF TOWN HOUSE APTS. AND ON-STREET SURVIELLANCES COMMENCED NINE FIVE FIVE P.M. SATURDAY AUGUST SEVEN LAST AND CONTINUED TO FOUR FIVE ZERO A.M. SUNDAY AUGUST EIGHT. FOLLOWING PERSONS PRESENT AND PARTICIPATED: FATHER EDWARD J. MC GOWAN, FATHER EDWARD J. MURPHY, FATHER MICHAEL J. DOYLE, ROBERT HARDY, ROBERT W. WILLIAMSON, KATHLEEN M. RODOLFI, ANITA A. RICCI, MICHAEL J. GIOCONDO ROBERT G. GOOD, ANN DUNHAM, UNIDENTIFIED WHITE FEMALE.

SAC, MEDBURG INSTITUTED FULL COVERAGE OF POST OFFICE BLDG., AREA CAMDEN, N.J. ROOF TOP AND ON-STREET SURVIELLANCES OBSERVED, SUBJECTS COMMUNICATIONS MONITORED AND RECORDED NINE SUBJECTS PHOTOGRAPHED AT THEIR SURVIELLANCE POSTS. AT APPROXIMATELY TWELVE THREE ZERO A.M. MC GOWAN AND MURPHY TOLD SOURCE THE PLANS TO BREAK-IN APPEAR

END PAGE ONE

EX-105 REC-1

2410

6-Hd

59 AUG 1971

PAGE TWO

PH 52-7165 SUB - S

EXCELLENT-THAT THEY WOULD RETURN TO NEW YORK CITY AND BRING TWO MORE EXPERIENCED PEOPLE INTO CAMDEN NEXT WEEK- ALL WAS READY TO EXECUTE NEXT WEEKEND, AUGUST FOURTEEN DASH FIFTEEN NEXT. THEY TOLD SOURCE WILLIAMSON WAS GOOD MAN AND HAD EXPERIENCE IN PRIOR BREAKINS. SINCE SOURCE HAD WORKED ALL DAY SATURDAY AUGUST SEVEN LAST, HE WAS RELEASED FROM SURVIELLANCE DUTIES AT APPROXIMATELY TWELVE FORTY EIGHT A.M. SUNDAY AUGUST EIGHT BY MC GOWAN AND MURPHY AND TOLD TO GET SOME SLEEP - THAT THEY HAD SUFFICIENT PERSONNEL TO COMPLETE SURVIELLANCES DURING EARLY A.M. HOURS OF SUNDAY AUGUST EIGHT.

* SAC (MEDBURG case) CONFERRED WITH BUREAU SINCE GRADY NOT ON SCENE NO BREAKIN ATTEMPTS MADE AND IN VIEW OF PLANS FORMULATED FOR BREAKIN NEXT WEEKEND - DECISION MADE TO MAKE ARRESTS NEXT WEEKEND.

BUREAU WILL BE KEPT ADVISED OF DEVELOPMENTS.

END

WJM FBI WA

* SAC Roy Moore

CC-MR. POSEY

FD-263 (Rev. 12-19-67)

FEDERAL BUREAU OF INVESTIGATION

REPORTING OFFICE	OFFICE OF ORIGIN	DATE	INVESTIGATIVE PERIOD	
NEWARK	NEWARK	5/9/72	1/27/72 - 5/4/72	
TITLE OF CASE		REPORT MADE BY		TYPED BY
DALE SPEERS CUNNINGHAM; SA ROBERT H. WALLER-VICTIM		ROBERT H. WALLER (A)		mjk
		CHARACTER OF CASE		
		AFO and OOJ		

REFERENCES: Newark report of SA ROBERT H. WALLER dated 12/29/71
Philadelphia airtel to Newark dated 2/3/72
New York letters to Newark dated 3/9/72 and 4/29/72
Sacramento letter to Newark dated 4/13/72.

(P)

LEADS

NEW YORK

AT NEW YORK, NY: Will continue efforts to locate and interview PHILIP TRACY as requested in referenced report.

NEWARK

AT CAMDEN, NJ: Will follow and report prosecutive action USDC, Camden, NJ.

ACCOMPLISHMENTS CLAIMED					☐ NONE	ACQUIT-TALS	CASE HAS BEEN:
CONVIC.	AUTO.	FUG.	FINES	SAVINGS	RECOVERIES		PENDING OVER ONE YEAR ☐ YES ☐ NO PENDING PROSECUTION OVER SIX MONTHS ☐ YES ☐ NO

APPROVED — SPECIAL AGENT IN CHARGE

DO NOT WRITE IN SPACES BELOW

COPIES MADE:

2-Bureau
(5-52-94527)
1-USA, Newark
Attn: AUSA JOSEPH AUDINO
4-New York (89-185)
2-52-10018
2-Philadelphia (89-118)
1-52-7165-sub-5
3-Newark (89-56) (1-526817)

NOT RECORDED
162 MAY 15 1972

Dissemination Record of Attached Report

Agency				
Request Recd.				
Date Fwd.				
How Fwd.				
By				

54 MAY 22 1972

Notations

ORIGINAL FILED

FD-204 (Rev. 3-3-59)

UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

Copy to: 1-USA, Newark
ATTN: AUSA JOSEPH AUDINO

Report of: ROBERT H. WALLER (A) Office: Newark, New Jersey
Date: 5/9/72

Field Office File #: 89-56 Bureau File #:

Title: DALE SPEERS CUNNINGHAM;
SPECIAL AGENT ROBERT H. WALLER-VICTIM

Character: ASSAULTING A FEDERAL OFFICER and OBSTRUCTION OF JUSTICE

Synopsis: Unable to locate and interview PHILIP TRACY. Trial date pending.

(P)

DETAILS

On January 27, 1972, Investigative Clerk ROBERT C. KEARNEY contacted Sergeant JOHN DEVLIN, Philadelphia Police Department and was advised that arrest reports and related documents are destroyed after two years of storage. He advised that the only information available would be that of the subject's criminal record. It is noted that office of origin is in receipt of criminal record.

On February 9, 15, 23 and 25, 1972, attempts were made to contact PHILIP TRACY through the "Village Voice", 80 University Place, New York, New York, with negative results.

On March 8, 1972, inquiry at the "Village Voice," 80 University Place, New York, New York, revealed PHILIP TRACY was presently out of town and expected to return sometime next week. Attempts to determine his present location and/or some means of immediate contact were met with a negative response.

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

During the past two months numerous attempts have been made in person and telephonically to contact PHILIP TRACY, reporter, through the "Village Voice". On each occasion receptionist personnel of the "Village Voice" advised that TRACY was not there at the present time, that they had no idea as to how to contact him nor a telephone number where he could be reached, but they would take a message for him. On each occasion a message was left but never answered.

On March 31, 1972, Special Agent (Accountant) ROBERT H. WALLER and SA MARTIN J. GASS observed DALE SPEERS CUNNINGHAM driving a blue Ford convertible with California license 710-DOL.

The following investigation was conducted by SC ELIZABETH O'LAUGHLIN at Sacramento California:

On April 12, 1972, a check of vehicle registration records, through the California Law Enforcement Telecommunications System (CLETS), revealed that California license 710-DOL is registered for 1972 to KOREAKI OGATA, Department of Biology, University of Pennsylvania, Philadelphia, Pennsylvania, for a 1966 Ford convertible. No stolen stops on file.

A check of driver's license records, through CLETS, reflects the following description of OGATA:

Name	KOREAKI OGATA
Date of Birth	April 5, 1943
Sex	Male
Height	5' 6"
Weight	130 pounds
Hair	Black
Eyes	Black
Marital Status	Single
California driver's license number	N722888
Mailing address	Department of Biology Stanford, California
Residence address	27261 Black Mountain Road Los Altos Hills, California

NW 88321 DocId:32989529 Page 14

On May 4, 1972, Assistant United States Attorney (AUSA) JOSEPH AUDINO, Camden, New Jersey, advised that a trial date has not been set in this matter. He stated that he thinks it will be handled in the Fall of 1972.

Section 41

FD-263 (Rev. 12-19-67)

FEDERAL BUREAU OF INVESTIGATION

REPORTING OFFICE	OFFICE OF ORIGIN	DATE	INVESTIGATIVE PERIOD
PHILADELPHIA	PHILADELPHIA	8/25/71	8/21-23/71

TITLE OF CASE	REPORT MADE BY	TYPED BY
CAMDEN ACTION: DR. WILLIAM ALBERT JOSEPH ANDERSON-FUGITIVE; REVEREND MILO MARION BILLMAN-FUGITIVE; TERRY EDWARD BUCKALEW-FUGITIVE; PAUL BERNARD COUMING -FUGITIVE; FATHER MICHAEL J. DOYLE-FUGITIVE;	ELMER E. SUSSMAN	MPJ
	CHARACTER OF CASE: CGR-BURGLARY; TGP;DGP;MUTILATION OF PUBLIC RECORDS; INTERFERENCE WITH THE ADMINISTRATION SSA OF 1967; CONSPIRACY 9-1-71	

ANN GRANT DUNHAM-FUGITIVE;
FATHER PETER DONALD FORDI-FUGITIVE; KEITH WILLIAM FORSYTH-FUGITIVE;
MICHAEL JOHN GIOCONDO-FUGITIVE; ROBERT GLENN GOOD-FUGITIVE;
JOHN PETER GRADY-FUGITIVE; MARGARET MARY INNESS-FUGITIVE;
FRANCIS MEL MADDEN-FUGITIVE; LIANNE MARIE MOCCIA-FUGITIVE;
BARRY JAMES MUSI-FUGITIVE; JOAN MARY REILLY-FUGITIVE;
ROSEMARY REILLY-FUGITIVE; KATHLEEN MARY RIDOLFI-FUGITIVE;
JOHN ROBERT SWINGLISH-FUGITIVE; SARAH JANE TOSI-FUGITIVE;
ROBERT WILLIAM WILLIAMSON-FUGITIVE

52-21 Aug

References

Philadelphia teletypes to the Bureau and Newark 8/22/71 and 8/23/71.

-P-

ACCOMPLISHMENTS CLAIMED						☐ NONE	ACQUIT-TALS	CASE HAS BEEN:
CONVIC.	AUTO.	FUG.	FINES	SAVINGS	RECOVERIES			PENDING OVER ONE YEAR ☐YES ☐NO
		21-PH						PENDING PROSECUTION OVER SIX MONTHS ☐YES ☐NO

APPROVED | SPECIAL AGENT IN CHARGE | DO NOT WRITE IN SPACES BELOW

COPIES MADE:

5-Bureau (52-94527)
3-Newark (52-6817)
1-USA, Newark, N.J.
1-Boston (52-6636) (Info)
1-New York (52-10018) (Info)
1-WFO (52-12554) (Info)
6-Philadelphia (52-7165)
1-Departmental Attorney GUY GOODWIN

2491 REC 83

AUG 30 1971

EX-100

Dissemination Record of Attached Report | Notations

Agency	Camden ICC TICKLER, KC	RAD AG Guy Goodwin	
Request Recd.		Chg/DH 9/9/71	
Date Fwd.			
How Fwd.			
By	54 SEP 21 1971		

U.S. GOVERNMENT PRINTING OFFICE 1970 O 375-159

COVER PAGE

Leads

This case is receiving immediate preferred attention. The Bureau will be advised telephonically of pertinent developments. Leads to other divisions are being set forth by teletype or telephone as dictated by the urgency of the matter involved.

Philadelphia will follow and report prosecutive action.

Administrative Data

For the information of all offices, information was developed during the course of the MEDBURG investigation that subject JOHN PETER GRADY and others were planning a draft board break-in in Camden, N.J. A separate sub section of the MEDBURG file was opened to further develop that information. All correspondence concerning the "CAMDEN ACTION" should be directed to PH file 52-7165-SUB S.

Arrest warrants were obtained 8/21/71. Fugitive Form Letters, FD-65, are not being submitted since all subjects were in custody prior to completion of forms. Philadelphia is claiming 21 fugitives.

Departmental Attorney GUY GOODWIN is in Philadelphia handling legal matters involved in instant arrest. Copy of instant report will be furnished to him personally by the Philadelphia Division.

Two copies of instant report are being furnished the Newark Division since prosecution lies in the District of New Jersey. In addition, Doctor WILLIAM ANDERSON, Reverend MILO BILLMAN, Father MICHAEL J. DOYLE, MICHAEL JOHN GIOCONDO, FRANCIS MEL MADDEN, and SARAH TOSI are subjects of separate investigations in that division.

One copy of instant report is being furnished to the Boston Division for information since PAUL BERNARD COUMING, MARGARET MARY INNESS, LIANNE MARIE MOCCIA, BARRY JAMES MUSI, and SARAH JANE TOSI are subjects of separate investigations in that division.

NW 88321 DocId:32989529 Page 18

One copy of instant report is being furnished to the New York Division for information inasmuch as ANN GRANT DUNHAM, Father PETER DONALD FORDI, ROBERT GLENN GOOD, JOHN PETER GRADY, JOAN MARY REILLY, and ROSEMARY REILLY are subjects of separate investigations in that division.

One copy of instant report is being furnished to WFO for information inasmuch as JOHN ROBERT SWINGLISH is the subject of a separate investigation in that division.

This report has been prepared to set forth the identities of the subjects arrested, the charges and the hearing before the U.S. Magistrate. A report containing all pertinent FD-302's concerning each arrest and disposition thereof will be promptly submitted.

NW 88321 DocId:32989529 Page 19

ITED STATES DEPARTMENT O JUSTICE
FEDERAL BUREAU OF INVESTIGATION

Copy to: 1-USA, NEWARK, N.J.
1-DEPARTMENTAL ATTORNEY GUY GOODWIN

Report of: ELMER E. SUSSMAN Office: PHILADELPHIA, PENNSYLVANIA
Date: AUGUST 25, 1971

Field Office File #: 52-7165 Bureau File #: 52-94527

Title: CAMDEN ACTION:
DOCTOR WILLIAM ALBERT JOSEPH ANDERSON; REVEREND MILO MARION BILLMAN; TERRY EDWARD BUCKALEW; PAUL BERNARD COUMING; FATHER MICHAEL J. DOYLE; ANN GRANT DUNHAM; FATHER PETER DONALD FORDI; KEITH WILLIAM FORSYTH; MICHAEL JOHN GIOCONDO; ROBERT GLENN GOOD; JOHN PETER GRADY; MARGARET MARY INNESS; FRANCIS MEL MADDEN; LIANNE MARIE MOCCIA; BARRY JAMES MUSI; JOAN MARY REILLY; ROSEMARY REILLY; KATHLEEN MARY RIDOLFI; JOHN ROBERT SWINGLISH; SARAH JANE TOSI; ROBERT WILLIAM WILLIAMSON

Character: CRIME ON A GOVERNMENT RESERVATION - BURGLARY; THEFT OF GOVERNMENT PROPERTY; DESTRUCTION OF GOVERNMENT PROPERTY; MUTILATION OF PUBLIC RECORDS; INTERFERENCE WITH THE ADMINISTRATION SELECTIVE SERVICE ACT OF 1967; CONSPIRACY

Synopsis: Subjects BILLMAN, BUCKALEW, COUMING, DOYLE, DUNHAM, FORDI, FORSYTH, GIOCONDO, GOOD, GRADY, INNESS, MADDEN, MOCCIA, MUSI, JOAN MARY REILLY, ROSEMARY REILLY, RIDOLFI, SWINGLISH, TOSI, and WILLIAMSON arrested by Special Agents of the FBI at Camden, N.J., on 8/22/71 and charged with CGR; TGP; DGP; MUTILATION OF PUBLIC RECORDS; INTERFERENCE WITH THE ADMINISTRATION SELECTIVE SERVICE ACT OF 1967; CONSPIRACY. Subject ANDERSON voluntarily surrendered to the FBI at Camden, N.J., on 8/23/71 and charged with same violations. All subjects afforded hearing before U.S. Magistrate in Camden, N.J. Results of those hearings set out.

-P-

DETAILS: At Camden, N.J.

On August 22, 1971, at approximately 4:35 a.m., Special Agents of the FBI apprehended the following individuals in the Post Office Building, 401 Market Street, Camden, N.J., and in the vicinity of the Post Office Building:

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

REVEREND MILO MARION BILLMAN

TERRY EDWARD BUCKALEW

PAUL BERNARD COUMING

FATHER MICHAEL J. DOYLE

ANN GRAND DUNHAM

FATHER PETER DONALD FORDI

KEITH WILLIAM FORSYTH

MICHAEL JOHN GIOCONDO

ROBERT GLENN GOOD

JOHN PETER GRADY

MARGARET MARY INNESS

FRANCIS MEL MADDEN

LIANNE MARIE MOCCIA

BARRY JAMES MUSI

JOAN MARY REILLY

ROSEMARY REILLY

KATHLEEN MARY RIDOLFI

JOHN ROBERT SWINGLISH

SARAH JANE TOSI

ROBERT WILLIAM WILLIAMSON

Each subject was charged with violations of Title 18, U.S. Code, Sections 13 and 7 (New Jersey statutes annotated 2A; 94-1); Title 18, U.S. Code, Section 641; Title 18, U.S.

NW 88321 DocId:32989529 Page 21

Code, Section 1361; Title 18, U.S. Code, Section 2071 (a); Title 50, U.S. Code (appended), Section 462 (a); and Title 18, U.S. Code, Section 371.

Following their arrests, each subject was afforded a hearing before U.S. Magistrate CHARLES L. RUDD, Camden, N.J. BILLMAN was released on $10,000 own recognizance bond. MADDEN was released on $5,000 own recognizance bond. JOAN REILLY was released on $10,000 own recognizance bond. All other subjects were remanded to the custody of the U.S. Marshal in lieu of following bonds:

BUCKALEW	$25,000 good bail
COUMING	$75,000 good bail
DOYLE	$10,000 good bail
DUNHAM	$20,000 good bail
FORDI	$50,000 good bail
FORSYTH	$25,000 good bail
GIOCONDO	$25,000 good bail
GOOD	$50,000 good bail
GRADY	$150,000 good bail
INNESS	$5,000 good bail
MOCCIA	$10,000 good bail
MUSI	$5,000 good bail
ROSEMARY REILLY	$25,000 good bail
RIDOLFI	$25,000 good bail
SWINGLISH	$50,000 good bail
TOSI	$5,000 good bail
WILLIAMSON	$25,000 good bail

NW 88321 DocId:32989529 Page 22

On August 23, 1971, Doctor WILLIAM ALBERT JOSEPH ANDERSON voluntarily surrendered to the FBI at Camden, N.J. He was placed under arrest and was charged with the same violations as those set out above. He was afforded a hearing on the same date before U.S. Magistrate CHARLES L. RUDD, Camden, N.J., and released on $10,000 cash bond. Further hearing was set forth August 30, 1971.

NW 88321 DocId:32989529 Page 23

OPTIONAL FORM NO. 10
MAY 1962 EDITION
GSA GEN. REG. NO. 27

5010-106

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. Tolson

DATE: August 21, 1971

FROM : W. C. Sullivan

SUBJECT: BURGLARY OF MEDIA, PENNSYLVANIA, RESIDENT AGENCY (CAMDEN ACTION)

1 - Mr. Tolson
1 - Mr. Sullivan
1 - Mr. Rosen
1 - Mr. Shroder
1 - Mr. Campbell
1 - Mr. Schutz

Tolson
Felt
Sullivan
Mohr
Bishop
Brennan, C.D.
Callahan
Casper
Conrad
Dalbey
Gale
Ponder
Rosen
Tavel
Walters
Soyars
Tele. Room
Holmes
Gandy

SAC Roy K. Moore in charge of captioned investigation indicated today information received from informant indicated strong possibility an attempt will be made by John Peter Grady and his group to break in the Federal Building at Camden, New Jersey, and thereafter destroy and carry off records of the draft board and military intelligence.

The Department has indicated that should the break-in be consummated, those involved should be arrested. In the event Grady and his group are on the scene with apparent intent to break in but stop short of such action, the Department has indicated they should be taken into custody.

SAC Moore advised Philadelphia and Newark Agents are being deployed in a position to take whatever action is appropriate.

ACTION: Information.

WCS:mcw
(7)

EX-104
REC- 32

2479

6 AUG 26 1971

62SEP 2 1971

Section 42

FD-263 (Rev. 12-19-67)

FEDERAL BUREAU OF INVESTIGATION

REPORTING OFFICE	OFFICE OF ORIGIN	DATE	INVESTIGATIVE PERIOD
NEW YORK	PHILADELPHIA	8/31/71	8/27-30/71

TITLE OF CASE	REPORT MADE BY	TYPED BY
FRANK RICHARD POMMERSHEIM aka Frank R. Pommersheim	ROBERT P. SADOWSKI	dmd
	CHARACTER OF CASE: CGR-BURGLARY; DGP; TGP; MUTILATION OF PUBLIC RECORDS; INTERFERENCE WITH ADMINISTRATION OF SSS; CONSPIRACY (MEDBURG-CAMDEN ACTION)	

REFERENCE:

Philadelphia telephone call to New York, 8/27/71.

-P-

ADMINISTRATIVE:

Additional copies are being furnished Philadelphia and Newark for dissemination to appropriate United States Attorney(s).

E

LEADS:

NEW YORK

AT NEW YORK CITY, NEW YORK. Will follow and report results of prosecutive action in SDNY.

ACCOMPLISHMENTS CLAIMED [X] NONE						ACQUIT-TALS	CASE HAS BEEN:
CONVIC.	AUTO.	FUG.	FINES	SAVINGS	RECOVERIES		PENDING OVER ONE YEAR [ ] YES [X] NO; PENDING PROSECUTION OVER SIX MONTHS [ ] YES [X] NO

APPROVED JFN SPECIAL AGENT IN CHARGE

DO NOT WRITE IN SPACES BELOW

COPIES MADE:
5-Bureau (52-94527)
1-USA, SDNY
3-Newark
5-Philadelphia (52-7165)
3-New York (52-10018)(Sub G)
(1-62-14541)

200-902 D

25 88

20 1 SEP 1971

EX-100

Dissemination Record of Attached Report			
Agency	1-TIC, En 5714		
Request Recd.	C Bj/fe 9-2-71		
Date Fwd.			
How Fwd.	1 Kvon	Cy	
By	aad, Ft Belvoir (acon		

Notations

NEW LEFT SECTION

54 SEP 1 1971

9/8/71

COVER PAGE

U.S. GOVERNMENT PRINTING OFFICE 1970 O-3

FD-204 (Rev. 3-3-59)

UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

Copy to: 1-USA, SDNY
(ATT: AUSA BLAINE MICHAEL)

Report of: ROBERT P. SADOWSKI
Office: New York, New York
Date: 8/31/71

Field Office File #: 52-10018(Sub G)
Bureau File #: 52-94527

Title: FRANK RICHARD POMMERSHEIM

Character: CRIME ON A GOVERNMENT RESERVATION-BURGLARY; DESTRUCTION OF GOVERNMENT PROPERTY; THEFT OF GOVERNMENT PROPERTY; MUTILATION OF PUBLIC RECORDS; INTERFERENCE WITH THE ADMINISTRATION OF THE SELECTIVE SERVICE SYSTEM; CONSPIRACY

Synopsis:

Subject indicted by FGJ, Camden, NJ, 8/27/71, for CGR-Burglary, DGP, TGP, Mutilation of Public Records, Interference with Administration of SSS and Conspiracy to commit same. Bench Warrant issued. Subject, WMA, born 12/12/43, NYC, NY, 5'11", brown hair and eyes, arrested 8/27/71, at place of employment by SAS of the FBI without incident. Arraigned same date before US Magistrate, released on his own recognizance. Hearing set for 9/1/71. Description and background data set forth.

-P-

DETAILS:

Investigation in this matter was predicated upon receipt of a telephonic communication from the Philadelphia, Pennsylvania (Pa.) Division of the Federal Bureau of Investigation (FBI) advising that subject was indicted by a Federal Grand Jury (FGJ) convened in Camden, New Jersey (NJ), on August 27, 1971, for Crime on a Government Reservation-Burglary, Destruction of Government Property, Theft of Government Property, Mutilation of Public Records,

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Interference with the Administration of the Selective Service System and for Conspiracy to commit same. The Philadelphia Division also advised that a Bench Warrant was issued for his arrest.

POMMERSHEIM was arrested at his place of employment, the Harlem Consumers Complaint Center, 227 East 116th Street, New York City (NYC), NY, by Special Agents (SAS) of the FBI the same date without incident.

NW 88321 DocId:32989529 Page 28

FEDERAL BUREAU OF INVESTIGATION

Date 8/31/71

FRANK RICHARD POMMERSHEIM, 4 West 101st Street, Apartment 42, New York City (NYC), NY, was advised of the identities of ROBERT P. SADOWSKI and ROBERT W. VERICKER as Special Agents (SAS) of the Federal Bureau of Investigation (FBI) at his place of employment, Harlem Consumers Complaint Center, 227 East 116th Street, NYC, NY. He was placed under arrest by SA SADOWSKI, who advised him of the charges against him:

Crime on a Government Reservation, Destruction of Government Property, Theft of Government Property, Mutilation of Public Records, Interference with the Administration of the Selective Service System and Conspiracy to commit all of the preceding.

SAS SADOWSKI and VERICKER advised him of his rights as they appear on the "Interrogation; Advice of Rights" form. POMMERSHEIM was also furnished with a copy of the form, which he read and returned to SA SADOWSKI, advising "I do not wish to sign or initial this and I have nothing to say".

The following description was obtained by descriptive interview and observation:

Name	FRANK RICHARD POMMERSHEIM
Sex	Male
Race	Caucasian
Date of Birth	December 12, 1943
Place of Birth	New York City, NY
Height	5 feet 11 inches
Weight	165 pounds
Hair	Brown, long in back
Eyes	Brown
Complexion	Medium, clear, clean shaven
Characteristics	Wears glasses

On 8/27/71 at NYC, NY File # 52-10018-G

by SAS ROBERT W. VERICKER & ROBERT P. SADOWSKI/dmd Date dictated 8/30/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Scars	¼ to ½" under lower lip, heart-shaped
Residence	4 West 101st Street Apartment 42 NYC, NY
Telephone	Business-348-0600 Home-None
Parents	FRANK and GRACE POMMERSHEIM 3603 Woodward Avenue Seaford, NY 516-SU1-0695
Social Security Number	079-34-4305
Occupation	Senior Consumer Specialist
Employer	Department of Consumer Affairs of City of New York Identity Card Number 486
Former Employment	1.) Legal Services Unit, 320 East 3rd Street NYC, NY 2.) VISTA (1968-1969) Assigned to Alaska
New York State Motorist Identification Number	P1548923498127802-43 (Expires December 31, 1972)
Education	Colgate University (1965) Columbia Law School
American Red Cross Card Identification	Blood type A positive Address-Box 177 C.S. Hamilton, NY
Blue Cross-Blue Shield	City of New York Number 079344305 Suffix C08, Effective February 18, 1971
Board of Elections	Registrant Number 1236037 Nassau County
Alaska Liquor Permit	Box 193 Bethel, Alaska

NW 88321 DocId:32989529 Page 30

On August 27, 1971, POMMERSHEIM was arraigned before United States Magistrate GERARD L. GOETTEL, United States Courthouse, Foley Square, New York City, and released in his own recognizance, with the provision that he return Monday, August 30, 1971, and present himself to the United States Marshal for fingerprinting. A hearing was set for 2:30 p.m. on Wednesday, September 1, 1971.

NW 88321 DocId:32989529 Page 31

Section 44

FD-263 (Rev. 12-19-67)

FEDERAL BUREAU OF INVESTIGATION

REPORTING OFFICE	OFFICE OF ORIGIN	DATE	INVESTIGATIVE PERIOD
PHILADELPHIA	PHILADELPHIA	SEP 13 1971	8/21/71 - 9/8/71

TITLE OF CASE	REPORT MADE BY	TYPED BY
CHANGED CAMDEN ACTION: JAYMA ANN ABDOO, aka Janette; Dr. WILLIAM ALBERT JOSEPH ANDERSON; Reverend MILO MARION BILLMAN; TERRY EDWARD BUCKALEW; PAUL BERNARD COUMING; DALE S. CUNNINGHAM;	ELMER E. SUSSMAN	BTI
	CHARACTER OF CASE CGR-BURGLARY; TGP; DGP; MUTILATION OF PUBLIC RECORDS; INTERFERENCE WITH THE ADMINISTRATION OF SELECTIVE SERVICE ACT OF 1967; CONSPIRACY; ASSAULTING FEDERAL OFFICER; OBSTRUCTION OF JUSTICE	

EUGENE F. DIXON; Father MICHAEL JOSEPH DOYLE;
ANNE GRANT DUNHAM, aka Ann;
Father PETER DONALD FORDI; KEITH WILLIAM FORSYTH;
MICHAEL JOHN GIOCONDO; ROBERT GLENN GOOD;
JOHN PETER GRADY; MARGARET MARY INNESS;
FRANCIS MEL MADDEN, aka Francis Xavier Madden (TN),
Mel Madden; Reverend EDWARD J. MC GOWAN;
LIANNE MARIE MOCCIA; Reverend EDWARD J. MURPHY;
BARRY JAMES MUSI; FRANK RICHARD POMMERSHEIM;
JOAN MARY REILLY; ROSEMARY ELIZABETH REILLY, aka Ro Ro;
ANITA L. RICCI; KATHLEEN MARY RIDOLFI; MARTHA SHEMELEY;
JOHN ROBERT SWINGLISH; SARAH JANE TOSI; ROBERT WILLIAM WILLIAMSON

Title of this case has been marked changed to reflect following changes in names of subjects: Father MICHAEL J. DOYLE to Father MICHAEL JOSEPH DOYLE; ANN GRANT DUNHAM to ANNE GRANT DUNHAM, aka Ann; FRANCIS MEL MADDEN to FRANCIS MEL MADDEN, aka

ACCOMPLISHMENTS CLAIMED ☐ NONE						ACQUITTALS	CASE HAS BEEN:
CONVIC.	AUTO.	FUG.	FINES	SAVINGS	RECOVERIES		PENDING OVER ONE YEAR ☐ YES ☐ NO PENDING PROSECUTION OVER SIX MONTHS ☐ YES ☐ NO

APPROVED [signature] SPECIAL AGENT IN CHARGE

DO NOT WRITE IN SPACES BELOW

COPIES MADE:

6-Bureau (52-94527)
1-Departmental Attorney GUY GOODWIN
3-Newark (52-6817)
1-USA, Newark, N. J.
1-Boston (52-6636)(Info)
1-New York (52-10018)(Info)
1-WFO (52-12554)(Info)
5-Philadelphia (52-7165 Sub S)

52-94527-2645
MCT-27
REC-32
2 SEP 21 1971

Dissemination Record of Attached Report

Agency	ICC AAT
Request Recd.	Att: Mr. Guy L. Goodwin
Date Fwd.	CC Tickler
How Fwd.	CPL/ZH
By	9/16/71

Notations

NINE
UNRECORDED COPY
FILED IN

55 SEP 27 1971

COVER PAGE

A

U.S. GOVERNMENT PRINTING OFFICE : 1970 O-375-139

Francis Xavier Madden (True Name), Mel Madden; FRANK POMMERSHEIM to FRANK RICHARD POMMERSHEIM; ROSEMARY REILLY to ROSEMARY ELIZABETH REILLY, aka Ro Ro. Fugitive has been deleted following Reverend EDWARD J. MC GOWAN's name since New York advised by teletype on 9/8/71 that MC GOWAN had voluntarily surrendered to the FBI at New York City on that date.

REFERENCES

Reports of SA ELMER E. SUSSMAN, dated 8/25, 8/31, 9/1, and 9/7/71 at Philadelphia;

Report of SA ROBERT P. SADOWSKI, dated 8/31/71 at New York captioned, "FRANK RICHARD POMMERSHEIM, aka."

-P-

LEADS

This case is receiving immediate preferred attention. The Bureau will be promptly advised of pertinent developments. Leads to other divisions are being set out by teletype or other expeditious means.

Voluminous evidentiary material was seized during the course of searches incidental to the arrest, searches of vehicles, and execution of search warrants at premises. Philadelphia is currently cataloging all seized material in preparation for transmittal to the FBI Laboratory.

ADMINISTRATIVE DATA

Two copies of instant report are being furnished the Newark Division since prosecution lies in the district of New Jersey. In addition, the Newark Division has a separate interest in Dr. WILLIAM ANDERSON, Rev. MILO BILLMAN, Fr. MICHAEL J. DOYLE, MICHAEL JOHN GIOCONDO, FRANCIS MEL MADDEN, SARAH TOSI, JAYMA ANN ABDOO, EUGENE F. DIXON, and MARTHA SHEMELEY.

One copy of instant report is being furnished the Boston Division for information since that division has a special interest in PAUL BERNARD COUMING, MARGARET MARY INNESS, LIANNE MARIE MOCCIA, BARRY JAMES MUSI, and SARAH JANE TOSI.

One copy of instant report is being furnished the New York Division for information because that division has a special interest in ANN GRANT DUNHAM, Father PETER DONALD FORDI, ROBERT GLENN GOOD, JOHN PETER GRADY, JOAN MARY REILLY, ROSEMARY REILLY, Reverend EDWARD J. MURPHY, FRANK R. POMMER-SHEIM, and Reverend EDWARD J. MC GOWAN.

One copy of instant report is being furnished the WFO for information inasmuch as that division has a special interest in JOHN ROBERT SWINGLISH.

Where multiple arrests appear in one FD-302, the same FD-302 is used in this report to set out the individual arrest under that section containing details of the individual arrest.

NW 88321 DocId:32989529 Page 35

FD-204 (Rev. 3-3-59)

UNI') STATES DEPARTMENT OF J' TICE
FEDERAL BUREAU OF INVESTIGATION

Copy to: 1-DEPARTMENTAL ATTORNEY GUY GOODWIN
1-USA, NEWARK, NEW JERSEY

Report of: ELMER E. SUSSMAN
Office: Philadelphia, Pennsylvania
Date: SEP 13 1971

Field Office File #: 52-7165 Sub S
Bureau File #: 52-94527

Title: CAMDEN ACTION: JAYMA ANN ABDOO; DR. WILLIAM ALBERT JOSEPH ANDERSON; REV. MILO MARION BILLMAN; TERRY EDWARD BUCKALEW; PAUL BERNARD COUMING; DALE S. CUNNINGHAM; EUGENE F. DIXON; FR. MICHAEL JOSEPH DOYLE; ANNE GRANT DUNHAM; Fr. PETER DONALD FORDI; KEITH WILLIAM FORSYTH; MICHAEL JOHN GIOCONDO; ROBERT GLENN GOOD; JOHN PETER GRADY; MARGARET MARY INNESS; FRANCIS MEL MADDEN; REV. EDWARD J. MC GOWAN; LIANNE MARIE MOCCIA; REV. EDWARD J. MURPHY; BARRY JAMES MUSI; FRANK RICHARD POMMERSHEIM; JOAN MARY REILLY; ROSEMARY ELIZABETH REILLY; ANITA L. RICCI; KATHLEEN MARY RIDOLFI; MARTHA SHEMELEY; JOHN ROBERT SWINGLISH; SARAH JANE TOSI; ROBERT WILLIAM WILLIAMSON

Character: CRIME ON GOVERNMENT RESERVATION - BURGLARY; THEFT OF GOVERNMENT PROPERTY; DESTRUCTION OF GOVERNMENT PROPERTY; MUTILATION OF PUBLIC RECORDS; INTERFERENCE WITH THE ADMINISTRATION OF SELECTIVE SERVICE ACT OF 1967; CONSPIRACY; ASSAULTING FEDERAL OFFICER; OBSTRUCTION OF JUSTICE

Synopsis: Authorized complaint filed before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., on 8/21/71 charging 21 subjects with violations of T18, USC, Sections 13 and 7 (New Jersey Statutes annotated 2A; 94-1); Title 18, USC, Section 641; Title 18, USC, Section 1361; Title 18, USC, Section 2071 (a); Title 50, USC (Appended), Section 462 (a); Title 18, USC, Section 371. On 8/22/71, 20 subjects arrested in the Post Office Building, Camden, N. J., and in the vicinity of the Post Office Building. The 21st subject voluntarily surrendered to the FBI at Camden, N. J., on 8/23/71. Pertinent details concerning each arrest set out.

-P-

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

U. S. GOVERNMENT PRINTING OFFICE: 1969 O - 351-076

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 37

DETAILS:

I. PROSECUTIVE ACTION

At Camden, N. J.

On August 21, 1971, facts of this case were discussed with Departmental Attorney GUY GOODWIN and Assistant U. S. Attorney JAMES FINNEGAN, Camden, N. J., who authorized issuance of complaint and warrant charging the following individuals with violation of Title 18, US. Code, Sections 13 and 7 (New Jersey Statutes annotated 2A; 94-1); Title 18, U. S. Code, Section 641; Title 18, U. S. Code, Section 1361; Title 18, U. S. Code, Section 2071 (a); Title 50, U. S. Code (Appended); Section 462 (a); Title 18, U. S. Code, Section 371: Dr. WILLIAM ALBERT JOSEPH ANDERSON; Rev. MILO MARION BILLMAN; TERRY EDWARD BUCKLAEW; PAUL BERNARD COUMING; Father MICHAEL JOSEPH DOYLE; ANNE GRANT DUNHAM; Father PETER DONALD FORDI; KEITH WILLIAM FORSYTH; MICHAEL JOHN GIOCONDO; ROBERT GLENN GOOD; JOHN PETER GRADY; MARGARET MARY INNESS; FRANCIS MEL MADDEN; LIANNE MARIE MOCCIA; BARRY JAMES MUSI; JOAN MARY REILLY; ROSEMARY ELIZABETH REILLY; KATHLEEN MARY RIDOLFI; JOHN ROBERT SWINGLISH; SARAH JANE TOSI; and ROBERT WILLIAM WILLIAMSON.

On August 21, 1971, an authorized complaint was filed before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., who issued arrest warrants for above-named 21 subjects.

On August 22, 1971, the following subjects were apprehended by Special Agents of the FBI at the locations indicated:

Inside Post Office Building,
401 Market Street, Camden, N. J.

PAUL BERNARD COUMING

Father MICHAEL JOSEPH DOYLE

Father PETER DONALD FORDI

MICHAEL JOHN GIOCONDO

ROBERT GLENN GOOD

ROSEMARY ELIZABETH REILLY

KATHLEEN MARY RIDOLFI

ROBERT WILLIAM WILLIAMSON

St. Paul's Church Courtyard,
422 Market Street, Camden, N. J.

ANNE GRANT DUNHAM

MARGARET MARY INNESS

BARRY JAMES MUSI

JOAN MARY REILLY

21 North Fourth Street,
Camden, N. J.

TERRY EDWARD BUCKALEW

Reverend MILO MARION BILLMAN

KEITH WILLIAM FORSYTH

JOHN PETER GRADY

FRANCIS MEL MADDEN

LIANNE MARIE MOCCIA

JOHN ROBERT SWINGLISH

SARAH JANE TOSI

Following their arrest, each subject was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J. Reverend MILO MARION BILLMAN was released on $10,000 own recognizance bond. FRANCIS MEL MADDEN was released on $5,000 own recognizance bond. JOAN MARY REILLY was released on $10,000 own recognizance bond. All other subjects were remanded to the custody of the U. S. Marshal in lieu of the following bonds:

TERRY EDWARD BUCKALEW, $25,000 good bail;

PAUL BERNARD COUMING, $75,000 good bail;

NW 88321 DocId:32989529 Page 39

Father MICHAEL J. DOYLE, $10,000 good bail;

ANNE GRANT DUNHAM, $20,000 good bail;

Father PETER DONALD FORDI, $50,000 good bail;

KEITH WILLIAM FORSYTH, $25,000 good bail;

MICHAEL JOHN GIOCONDO, $25,000 good bail;

ROBERT GLENN GOOD, $50,000 good bail;

JOHN PETER GRADY, $150,000 good bail;

MARGARET MARY INNESS, $5,000 good bail;

LIANNE MARIE MOCCIA, $10,000 good bail;

BARRY JAMES MUSI, $5,000 good bail;

ROSEMARY ELIZABETH REILLY, $25,000 good bail;

KATHLEEN MARY RIDOLFI, $25,000 good bail;

JOHN ROBERT SWINGLISH, $50,000 good bail;

SARAH JANE TOSI, $5,000 good bail;

ROBERT WILLIAM WILLIAMSON, $25,000 good bail.

On August 23, 1971, Doctor WILLIAM ALBERT JOSEPH ANDERSON voluntarily surrendered to the FBI at Camden, N. J. He was placed under arrest and was charged with the same violations as previously set out. He was afforded a hearing on the same date before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and released on $10,000 cash bond.

Additional details concerning each arrest will be set forth in a separate section following subject's name.

Information concerning the action taken by a Federal Grand Jury in Camden, N. J. on August 27, 1971, in this case has been previously reported.

II. DETAILS OF EACH INDIVIDUAL ARREST

Dr. WILLIAM ALBERT JOSEPH ANDERSON

Rev. MILO MARION BILLMAN

TERRY EDWARD BUCKALEW

PAUL BERNARD COUMING

Father MICHAEL JOSEPH DOYLE

ANNE GRANT DUNHAM

Father PETER DONALD FORDI

KEITH WILLIAM FORSYTH

MICHAEL JOHN GIOCONDO

ROBERT GLENN GOOD

JOHN PETER GRADY

MARGARET MARY INNESS

FRANCIS MEL MADDEN

LIANNE MARIE MOCCIA

BARRY JAMES MUSI

JOAN MARY REILLY

ROSEMARY ELIZABETH REILLY

KATHLEEN MARY RIDOLFI

JOHN ROBERT SWINGLISH

SARAH JANE TOSI

ROBERT WILLIAM WILLIAMSON

NW 88321 DocId:32989529 Page 41

DOCTOR WILLIAM ALBERT JOSEPH ANDERSON

As previously noted, captioned individual voluntarily surrendered to the FBI at Camden, N. J., on August 23, 1971. He was placed under arrest and was afforded a hearing on the same date before U. S. Magistrate CHARLES L. RUDD, Camden, N. J. He was released on $10,000 cash bond.

REVEREND MILO MARION BILLMAN

As previously noted, BILLMAN was apprehended by Special Agents of the FBI on August 22, 1971, at 21 North Fourth Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was released on $10,000 own recognizance bond.

A search of the fingerprints of Reverend MILO MARION BILLMAN has failed to disclose prior arrest data in the files of the Identification Division, FBI, Washington, D. C.

NW 88321 DocId:32989529 Page 42

Date August 23, 1971

On August 22, 1971, at approximately 4:32 a.m., SA TERRENCE P. KEIST and SA LAWRENCE KARL YORK went to the door of the residence located at 21 North Fourth Street, Camden, New Jersey. SA KEIST displayed his credentials to the individual who came to the door. This man was later identified as MILO MARION BILLMAN. SA KEIST announced that he and the others were Special Agents of the Federal Bureau of Investigation and that they were there to execute arrest warrants.

SA YORK told BILLMAN to come down the steps of the residence.

At that time BILLMAN was arrested and searched by SA DONALD REX EGELSTON. SA EGELSTON advised BILLMAN of his identity and of the fact that he was under arrest on a charge of conspiracy.

MR. BILLMAN was then removed from his home and placed in a Bureau car, and from that point taken to the Post Office Building at Camden, New Jersey.

On August 22, 1971, Reverend MILO MARION BILLMAN of 21 North 4th Street, Camden, New Jersey, was searched in connection with his arrest by the FBI on the same date. The following items were removed from the person of Reverend BILLMAN for possible evidentiary purposes. Reverend BILLMAN signed a receipt for items taken:

1. 3¼" x 2½" 1971 pocket calendar with the following names and telephone numbers listed on the reverse side:

Pay Care 541-0661
Dr. Brimor Off. 964-2340
O.E.O. Main 964-6887 - North 966-4453, South 966-3157
B. Oberkahr 964-1602, 541-6665
Helen 963-0373

On 8/22/71 at Camden, New Jersey File # Philadelphia 62-5268

by SAS PHILIP E. BROWN, TERRENCE P. KEIST, LAWRENCE KARL YORK and DONALD REX EGELSTON PEB:rls Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency. It and its contents are not to be distributed outside your agency.

Point 966-5454
K. [illegible] 964-4495
Mins. [illegible]
Janet H. 9[illegible]3-[illegible]

At the bottom of the calendar the following number appeared: 6395[illegible]-612[illegible]M.

2. 3½" x 2½" 1971 pocket calendar with the following names and telephone numbers on the reverse side:

Ruth 964-9482
M. Moore, 221 Vine, 365-0612
I. Robinson, 216 Ryson, 964-8194
C. Thompson, 913 Cedar, 963-0813
P. Gibson, 614 State, 964-6840, 964-8197
P. P. Reigh. 365-3824
Ed L. 365-3954
M. Rodriguez, 642 Erie, 365-9225
J. Syms, 612 York, 966-5447
John Rich, 931 Cedar, 365-5728
Marilyn Whitham, 315 State, 964-8799
Luke 541-1062, 541-2026

3. 3 3/4" x 2½" green card for "The Lost Sea Gulls," card owned by Reverend DONALD A. GREISMAN.

4. 4" x 2½" white card - "Camden Lutheran Youth Ministry."

5. Business card of PHILIP WOLF - Attorney, 426 Market Street, Camden, New Jersey, telephone number 964-8060, 964-9030. Also home telephone number listed as 609-667-2593.

6. Six pink colored cards for emergency food, etc. Coopers Point Neighborhood Action Group.

7. One card - Committee on Political Education AFL-CIO, for JOSEPH M. ROURKE, Deputy Director, 815 16th Street, Northwest Washington, D. C., telephone number 202-293-5105. Also on the reverse side of this card appeared a name, FANNIE NEAL, 2662 Rutland Street, Montgomery, Alabama 36[illegible], telephone number 263-7063, 262-8669, Field Director COPE, AFL-CIO.

PH 62-5268

8. One letter from WILLIAM [illegible], Director, Public Safety, Camden, New Jersey, dated August 21, 1971.

The following items were found on the person of Reverend BILL[illegible] and were immediately returned to him after inspection:

1. $28.00 in cash.

2. Social Security Card Number 269-30-5010.

3. One New Jersey Driver's License Number B4372-55474-04324.

4. One receipt from Central Duplicating and Typewriter Company, in amount of $12.08.

5. Eight chance stubs from the Economic Development Corporation.

6. One bill from Pennsauken Animal Hospital.

7. One yellow admission card from the Bandbox Night Club.

8. One business size card from Mira, Inc., a real estate firm.

9. One card with name LYLE TATUM, an Urban Affairs Representative.

10. One automobile insurance card from Continental Insurance Company.

11. One Lutheran Church Supply Card, Number 10-010556.

12. One Baile de Coronacion advertising a dance.

13. One library card.

NW 88321 DocId:32989529 Page 45

4-

14. One Sears Credit Card Number 450057-01207-9.

15. One receipt from JOHN A. [illegible] for automobile insurance in the amount of $278 dated March 6, 1971.

16. One automobile registration from the State of New Jersey on a blue Volkswagen.

NW 88321 DocId:32989529 Page 46

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

Reverend MILO MARION BILLMAN, white male American, born April 20, 194[illegible] at Sharon Center, Ohio, residence 21 North 4th Street, Camden, N. J., was again advised of the identities of the arresting and interviewing agents and also again advised of the fact that he was being arrested for conspiracy in connection with the break-in of the Selective Service System Offices in the Post Office Building at Camden, N. J. Mr. BILLMAN was then presented an Interrogation; Advice of Rights form and asked if he was able to read and write the English language. Mr. BILLMAN advised he was able to read and write the English language and he advised he was a college graduate having completed four years of post-graduate work. Mr. BILLMAN then read the advice of rights and waiver of rights form as presented to him by SA DONALD REX EGELSTON. Mr. BILLMAN was asked if he thoroughly understood what his rights were and he advised, "I understand what my rights are." He was then asked, "Are you sure you understand," and Mr. BILLMAN advised that he did understand what his rights were.

Mr. BILLMAN was then asked by SA DONALD REX EGELSTON would he acknowledge that he had been advised of his rights by agents of the FBI and he advised, "Yes, I have been advised." Mr. BILLMAN advised that he did not wish to sign the advice of rights waiver form and he requested that he be able to make a telephone call to his attorney. Mr. BILLMAN was advised by SA EGELSTON that immediately upon receipt of information from Special Agent in Charge ROY K. MOORE that the building had been secured and that agents and suspects safety could be assured he would be allowed to make any number of telephone calls which he wished, including those calls to his family or to his attorney. Mr. BILLMAN advised that he understood this. BILLMAN stated he did not wish to discuss the break-in.

Mr. BILLMAN was then asked by SA EGELSTON if he had made prior arrangements with his wife as to what should be done in the event he was arrested. Mr. BILLMAN advised that he had expected that he might be arrested for either

On 8/22/71 at Camden, N. J. File # Philadelphia [illegible]

by SA PHILIP E. BROWN (PEB) AND SA DONALD REX EGELSTON DRE/PEB jw Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

"this or the other one." During the conversation SA EGELSTON asked if he had a moral obligation to the people who he served in his community and Mr. BILLMAN advised, "Yes, I also have an obligation to the 27 year olds."

SA EGELSTON then asked Mr. BILLMAN why would anyone want to break-in to a draft board now in view of the fact that Congress is presently endeavoring to make changes within the Selective Service System and that at the present time no one is being drafted, and that it appears that any action against the draft board appears to be useless at the present time. Mr. BILLMAN stated, "The poor people can't wait for government to react. It reacts too slowly to the problems of the poor people, that something has to be done now."

Mr. BILLMAN was then given a copy of the Sunday "Philadelphia Inquirer," and he opened this copy and began to read it. He then pointed to a picture in the newspaper showing a fire in downtown Camden and stated, "Here is the real crime, people are dying. Why don't you do something about that, instead of draft board break-ins." SA EGELSTON advised him that the FBI had no jurisdiction in the matter in Camden. BILLMAN said, "Why don't you do something about the crooks, Mayor NARDI and Police Commissioner YEAGER." SA EGELSTON advised him that if he wished to present any information concerning irregularities in office concerning Mayor NARDI and Police Commissioner YEAGER he would take this information down. Mr. BILLMAN made no further comments concerning Mayor NARDI and Police Commissioner YEAGER.

Mr. BILLMAN provided the following descriptive data:

Name	Reverend MILO MARION BILLMAN
DOB	April 20, 1932
POB	Sharon Center, Ohio
Height	6'
Weight	230 pounds
Build	Stocky
Hair	Brown
Eyes	Blue
Residence	21 North 4th Street Camden, N. J.
Scars and Marks	1" cut scar on right thumb
Occupation	Lutheran Minister - Works in Community
Employment (period)	Ordained June 1958
Previous arrests	Admits to none
Driver's License	B 4372 59474 04324
Vehicle Ownership	1965 blue Volkswagon, VIN 11594609

Social Security #	269-30-5010
Military Service	None
Draft Status	4-O - Ministerial Deferment
Local Address	Wadsworth, Ohio
Relatives:	
Father	PAUL E. BILLMAN, Seville, Ohio
DOB	July 31, 1899
POB	Ohio
Mother	MARY L. BILLMAN (YOUNG), Seville, Ohio
DOB	February 22, 1903
POB	Ohio
Brother	GEORGE M. BILLMAN
DOB	April 12, 1928
POB	Ohio
Sister	WANDA B. JACOBS, Creston, Ohio
DOB	1933
POB	Ohio
Wife	JEAN BILLMAN, nee BROWN, 21 North 4th Street, Camden, N. J.
DOB	June 21, 1937
POB	Springfield, Ohio
Children	AMY, age 10
	JOEL, age 8

The Reverend BILLMAN refused to explain "this or the other one," or to make any statement concerning his involvement in the break-in of the draft board in Camden, N. J., on the morning of August 22, 1971.

NW 88321 DocId:32989529 Page 49

TERRY EDWARD BUCKALEW

As previously noted, BUCKALEW was apprehended by Special Agents of the FBI on August 22, 1971, at 21 North Fourth Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $25,000 good bail. He was released on September 7, 1971, after posting ten per cent cash or security of a $10,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

NW 88321 DocId:32989529 Page 50

FEDERAL BUREAU OF INVESTIGATION

Date 8/24/71

TERRY E. BUCKALEW was arrested in the early morning of August 22, 1971, at 21 North 4th Street, Camden, N.J., by Special Agents (SAs) RICHARD J. MARTIN and H. MARSHALL JUDD.

At the time of arrest, BUCKALEW refused to identify himself. However, a search of his person revealed a wallet containing a Pennsylvania and a New Jersey driver's license, both bearing the name "TERRY E. BUCKALEW." When shown this identification he agreed this was his correct name. Immediately after admitting his identity he said he would not furnish any other information.

BUCKALEW was taken in a Bureau car to the Federal Building, 401 Market Street, Camden, N.J., where he was taken to Room 318 to await his being fingerprinted, photographed, and his appearance before a magistrate.

BUCKALEW was informed by SA RICHARD J. MARTIN that he did not have to make a statement; that he was entitled to consult with an attorney before making any statement and that if he could not afford one, an attorney would be obtained for him. He was informed that any statement he did make could be used against him in a court of law. At this point BUCKALEW again stated he would not furnish any information. Further, he said he would not sign anything.

The following description of TERRY E. BUCKALEW was obtained from observation and from examination of the two driver's licenses in his possession:

Sex	Male
Race	White
Height	6'2"
Weight	225 pounds
Build	Large frame
Date of Birth	September 8, 1950
Hair	Brown (long and curly)
Eyes	Hazel (wears glasses)
Addresses	108 North 34th Street, Philadelphia, Pa.;

On 8/22/71 at Camden, N.J. File # Philadelphia 52-7165 Sub S

by SA RICHARD J. MARTIN
SA H. MARSHALL JUDD ... RJM/wjb Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

16

115 East Monterey Avenue,
Wildwood Crest, N.J.
(He refused to say which of these addresses was current or even if they were correct addresses.)

BUCKALEW refused to furnish any information about his family or his marital status. In conversation he mentioned he once worked as an assistant to the law clerk of the Third Circuit Court of Appeals but refused to furnish additional information in this regard.

The following items were seized from the person of BUCKALEW:

1. New Jersey Driver's License number B 9060-73365-09504, issued January 6, 1971, expiration date of January 31, 1972, name TERRY E. BUCKALEW, address 115 East Monterey Avenue, Wildwood Crest, N.J., date of birth September 1950.

2. Pennsylvania Driver's License number 16-834-072, expiration date of September 30, 1972, validated August 17, 1971, name TERRY E. BUCKALEW, address 108 North 34th Street, Philadelphia, Pa.

3. Pink slip of paper with "Pylam Products Co., 95-10 218th St., Queens Village, N.Y. 11429; Pyla - Cool Dyes."

4. Two by three card containing "NEIL BENSON of Wasted Pictures Productions, 329-1551, Phil., Pa."

5. Three by five card containing "365-8911, 181-573."

6. Portion of pink card containing "Red 56 Green 61."

8-23-71 472 L

FEDERAL BUREAU OF INVESTIGATION
WASHINGTON, D.C. 20537

The following FBI record, NUMBER 990 101 H , is furnished FOR OFFICIAL USE ONLY. Information shown on this Identification Record represents data furnished FBI by fingerprint contributors. WHERE FINAL DISPOSITION IS NOT SHOWN OR FURTHER EXPLANATION OF CHARGE IS DESIRED, COMMUNICATE WITH AGENCY CONTRIBUTING THOSE FINGERPRINTS.

CONTRIBUTOR OF FINGERPRINTS	NAME AND NUMBER	ARRESTED OR RECEIVED	CHARGE	DISPOSITION
D.C. Jail Wash DC	Terry E. Buckalow 163644	6-18-69	unlawful entry	
FBI Newark NJ	Terry Edward Buckalew #--	8-22-71	conspiracy	

18

Notations indicated by * are NOT based on fingerprints in FBI files but are listed only as investigative leads as being possibly identical with subject of this record.

John Edgar Hoover
Director

PAUL BERNARD COUMING

As previously noted, COUMING was apprehended by Special Agents of the FBI on August 22, 1971, inside the Post Office Building, 401 Market Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $25,000 good bail. He was released on September 7, 1971, after posting ten per cent cash or security of a $10,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

NW 88321 DocId:32989529 Page 54

Date August 23, 1971

The following activity took place pursuant to the execution of an arrest warrant, dated August 21, 1971, authorized by U. S. Departmental Attorney GUY L. GOODWIN, and issued August 21, 1971, by U. S. Magistrate CHARLES L. RUDD at Camden, N. J.:

PAUL B. COUMING was observed by SA's SNODGRASS and SHERWOOD at about 4:35 a.m., standing against the outside wall of the Selective Service Offices, Fifth Floor, U. S. Post Office building, behind a parapet, on the roof of the Fourth Floor. Couming was told, "FBI, don't move," by SA SNODGRASS, and was immediately placed under arrest by SA's SNODGRASS and SHERWOOD.

Following a preliminary search of his person for weapons or other dangerous materials by SA SHERWOOD, COUMING was handcuffed and then led through the window into the Selective Service Offices by SA SNODGRASS.

COUMING had in his possession at the time of arrest a Realistic TRC-100-B Transceiver, 5 watts, 6 channels with crystals, for transmitting and receiving on Channel 11. Serial Number 17329/5A1 appeared on the transceiver, as well as a Timex waterproof watch, number 21242568, which was taped to the outside of the transceiver.

On 8/22/71 at Camden, N. J. File # Philadelphia 100-52128
Philadelphia 52-7165-Sub S

by SA'S GEORGE E. SHERWOOD and PHILIP E. SNODGRASS · GLS:BSM Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date 8/24/71

DONALD G. COX and PAUL L. BRINTON identified themselves as Special Agents of the Federal Bureau of Investigation to PAUL BERNARD COUMING. He was furnished a Waiver of Rights form which he read and declined to sign.

COUMING was searched by the above agents and one pair of brown cotton gloves was taken from him and maintained as evidence. He was wearing the gloves when the interview began.

He was fingerprinted and photographed.

COUMING declined to furnish any information and the only information he would furnish was his name.

The following description of COUMING was obtained from personal observation:

Race	White
Sex	Male
Age	About 22
Height	5'4"
Weight	130 pounds
Hair	Brown, wavy over ears, long sideburns
Eyes	Hazel
Dress	Blue coverall pants and jacket; grey shirt, long sleeves, with white and red vertical stripes; white T-shirt and a green T-shirt

He also had in his possession a business card which reflected the name of a law firm "Segal, Appel, and Natali, Suite 200, 1427 Walnut St., Philadelphia, Pa., 19107, Telephone #665 0220." Hand printed on the card was the following: "Camden Carl Poplar, Office 966-2533 and Home 428-1813."

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165 SUB S

by SAs DONALD G. COX and PAUL L. BRINTON DGC/tac Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

[illegible]
FEDERAL BUREAU OF INVESTIGATION
WASHINGTON, D.C. 20537 [illegible]

8-18-71 [illegible]

050 051 H

The following FBI record, NUMBER [illegible], is furnished FOR OFFICIAL USE ONLY. Information shown on this Identification Record represents data furnished FBI by fingerprint contributors. WHERE FINAL DISPOSITION IS NOT SHOWN OR FURTHER EXPLANATION OF CHARGE IS DESIRED, COMMUNICATE WITH AGENCY CONTRIBUTING THOSE FINGERPRINTS.

CONTRIBUTOR OF FINGERPRINTS	NAME AND NUMBER	ARRESTED OR RECEIVED	CHARGE	DISPOSITION
PD Phila Pa	Paul A. Coumings #435608	2-7-70	burg larc RSG consp larc of auto unl ent destruction of pub prop & records mal mischief	disch
USM Boston, Mass	Paul Bernard Couming #4307	FP 12-7-70	conscientious object form work prescribed by Selective Service System; appeal fil[illegible]	2-16-71 1 yr & 3 yrs prob[illegible]
Norfolk County H of C Dedham Mass	Paul Bernard Couming #45650	2-10-71	Safekeep	Temp Cust
USM Scranton Pa	Paul Bernard Couming #3382-1581	4-23-71	Contempt of Lawful Order of the Court	
Dauphin Co Pr Harrisburg Pa	Paul Bernard Couming #D-23, 605	4-23-71	Contempt (Federal Court)	
CSC	Paul Bernard Couming #V691330	9-18-68		
FBI Newark NJ	Paul Bernard Couming	8-22-71	CGR-Burg	

Notations indicated by * are NOT based on fingerprints in FBI files but are listed only as investigative leads as being possibly identical with subject of this record.

John Edgar Hoover
Director

FATHER MICHAEL JOSEPH DOYLE

As previously noted, DOYLE was apprehended by Special Agents of the FBI on August 22, 1971, inside the Post Office Building, 401 Market Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $10,000 good bail. He was released on September 1, 1971, on his own recognizance bond of $10,000.

A search of the fingerprints of Father MICHAEL JOSEPH DOYLE has failed to disclose prior arrest data in the files of the Identification Division, FBI, Washington, D. C.

NW 88321 DocId:32989529 Page 58

Date August 23, 1971

At approximately 4:35 a.m., entry was made into the Selective Service Board rooms, Fifth Floor, Federal Courthouse and Post Office, Camden. On entry, seven persons were seen standing in various positions. They were immediately advised that they were under arrest and that they were arrested by Special Agents of the FBI.

These persons were later identified as PETER DONALD FORDI, MICHAEL JOHN GIOCONDO, ROBERT GLEN GOOD, MICHAEL J. DOYLE, ROSEMARY REILLY, KATHLEEN MARY RIDOLFI, and ROBERT W. WILLIAMSON. Each person arrested received a preliminary "pat down" search.

After the search, each person was handcuffed and designated for booking and further processing.

At the time of entry and thereafter, it was noted that cabinets had been ripped open; Selective Service documents removed from these; documents were observed to be strewn and torn on the floor of the Conference Room, in mailbags, on the floor of the main Selective Service Office, and strewn about in the gutter area of the ramparts on three sides of the fifth floor roof.

On 8/22/71 at CAMDEN, NEW JERSEY File # PHILADELPHIA 52-7165 Sub S

SA's W. B. ANDERSON, EUGENE S. DERBAULT, JOE R. GINGRICH, DAVID A. MILLER, MASON P. SMITH, THOMAS E. TIERNEY, JOSEPH ZEEL,

by and ROBERT H. WALLER WBA/bsa/mlb Date dictated

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Date August 27, 1971

1

At approximately [illegible].30 a.m., August 22, 1971, Selective Service space and surrounding area located on the fifth floor, U. S. Post Office, [illegible] Market Street, Camden, New Jersey, was entered by Special Agents of the Federal Bureau of Investigation. SAs EUGENE S. DEBBAUDT and THOMAS [illegible]. TIERNEY entered the immediate area and parapet surrounding the Selective Service office by way of the building fire escape. SAs ROBERT H. WALLER and JOE R. GINGERICH entered the Selective Service office through the front door, which entered onto the fifth floor corridor.

Upon entrance into this space SAs DEBBAUDT, TIERNEY, WALLER and GINGERICH announced the FBI's presence and instructed everyone to remain as they were until told to do otherwise.

SA JOE R. GINGERICH apprehended MICHAEL JOSEPH DOYLE on the parapet surrounding the fifth floor of the U. S. Post Office. DOYLE, at the time of apprehension, was located on the south side of the building at approximately the center of the building west of the Selective Service space proceeding in a westerly direction around the parapet. DOYLE was immediately returned to the Selective Service space via a window where he was frisked for weapons with negative results. DOYLE was not questioned other than for his name which he refused to give.

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165-SUB

by SA JOE R. GINGERICH:[illegible] Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date August 27, 1971

MICHAEL JOSEPH DOYLE was presented an Interrogation - Advice of Rights form by SA JOE R. GINGERICH and advised by SA GINGERICH that an interview was desired regarding the burglary of the Selective Service Offices at the U. S. Courthouse and Post Office Building, 4th and Market Streets, Camden, N. J., the early morning of August 22, 1971. DOYLE read the Interrogation - Advice of Rights form, advised he fully understood the contents of the form, and thereby signed the form.

DOYLE advised he did not wish to answer any questions.

The following description was obtained from observation and interview:

Name	MICHAEL JOSEPH DOYLE
Aliases	None
Date of Birth	November 3, 1934
Place of Birth	Longford County, Ireland
Height	5'7"
Weight	136 pounds
Build	Slender
Hair	Auburn
Eyes	Blue
Scars and Marks	None
Address	2907 Federal Street, Camden, N. J.
Occupation	Catholic Priest - 12 years
Employment	Catholic Priest - St. Joseph's Pro-Cathedral, Camden, N.J.
Father	JOHN DOYLE, born May 14, 1898, at Longford County, Ireland (Deceased 1967)
Mother	ROSE CREEGAN DOYLE - Longford County, Ireland
Brothers	PATRICK DOYLE - Longford County, Ireland
	JOHN DOYLE - Catholic Priest, Brigantine, New Jersey

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7165-SUB S

by SAs KLAUS C. ROHR and JOE R. GINGERICH JRG:mmm Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Sisters	ANNA MAE DOYLE - Longford County, Ireland PHILOMENA O'REILLY - Longford County, Ireland
Spouse	None
Children	None
Previous Arrests	None
Driver's License	New Jersey (number unknown)
Vehicle Ownership	1968 Chevrolet Impala, rust-colored, four door, New Jersey license unknown.
Selective Service Number-	None
Military Service	None
Draft Status	None
Social Security Number	Unknown
Local Address	2907 Federal Street, Camden, N. J.

FD-302 (Rev. 4-15-64)

FEDERAL BUREAU OF INVESTIGATION

Date August 27, 1971

1

A search of the person of MICHAEL JOSEPH DOYLE on August 22, 1971, reflected the location and obtaining of the following items:

One pad of white paper, 4"x3", with a pen and pencil drawing on top sheet.

One pair of brown cloth gloves.

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7165 SUB S

by SAs KLAUS C. ROHR and JOE R. GINGERICH JRG:rmm Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

ANNE GRANT DUNHAM

As previously noted, DUNHAM was apprehended by Special Agents of the FBI on August 22, 1971, in the courtyard of St. Paul's Church, 422 Market Street, Camden, N. J. On the same date she was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $20,000 good bail. She was released on September 3, 1971, after posting ten per cent cash or security on a $7,500 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

A search of the fingerprints of ANNE GRAND DUNHAM has failed to disclose prior arrest data in the files of the Identification Division, FBI, Washington, D. C.

NW 88321 DocId:32989529 Page 64

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

At approximately 4:33 a.m. on August 22, 1971 Special Agents THIXTON, BABCOCK, DAVIS, and HARRISON observed a white male and three white females standing against the wall located in Alcove Driveway, east side of St. Paul's Episcopal Church, located across from the U.S. Post Office Building at Fourth and Market Streets, Camden, New Jersey. Unknown white male later identified as BARRY J. MUSI was observed holding a walkie-talkie, which was immediately taken from him by SA THIXTON. A pair of cheap binoculars bearing a strip of adhesive tape with the word "lawnside" written on the tape and a brown tote bag were located near the feet of these four individuals. SA THIXTON identified himself and the other agents present as being Special Agents of the FBI, and advised these four individuals that they were being placed under arrest for conspiracy. The three white females were subsequently identified as being MARGARET MARY INNESS, ANNE GRANT DUNHAM, and JOAN REILLY.

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7165-SUB

by SA RONALD G. THIXTON, SA RICHARD G. HARRISON, SA ROGER E. BABCOCK, ~~SA H. HAROLD DAVIS, JR.~~ RGT:mcf Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Date 8/24/71

ANNE GRANT DUNHAM was apprehended at approximately 4:35 a.m., as she stood in the east courtyard of Saint Paul's Episcopal Church, 422 Market Street, by HAROLD H. DAVIS, JR., and RICHARD G. HARRISON, who identified themselves as Special Agents of the FBI. DUNHAM was orally advised of certain constitutional rights by SA RICHARD G. HARRISON. Incident to this arrest DUNHAM was given a limited pat down search and two keys were found in her trouser pocket.

DUNHAM was taken to the Federal Building, 401 Market Street by SA RICHARD G. HARRISON for processing. At this location she was again advised of her rights by SA HARRISON, who read to her the form entitled Interrogation; Advice of Rights. DUNHAM was then asked to read the form in the presence of SA LARRY KOPRIVICA, who identified himself as a Special Agent of the FBI. After reading the form, DUNHAM indicated that she understood the content and meaning of the form; however she did not wish to sign the Waiver of Rights section of the Interrogation; Advice of Rights Form, nor did she wish to answer any questions regarding the break-in of the Federal Building at 401 Market Street.

After completion of the interview, DUNHAM voluntarily furnished handwriting and handprinting samples.

DUNHAM was furnished a copy of the inventory, previously signed by her, of the items removed from her person at the time of her arrest.

The remainder of the processing consisted of a strip search, and the fingerprinting and photographing of DUNHAM. This processing was accomplished by various employees of the FBI.

DUNHAM was advised that she could make one telephone call if she so desired. She stated that at the present time she did not desire to make any telephone call.

DUNHAM was escorted to a hearing before U. S. Magistrate

On 8/22/71 at Camden, N. J. File # Philadelphia 100-53227

by SA RICHARD G. HARRISON
SA HAROLD H. DAVIS, JR.
SA LARRY KOPRIVICA RGH/ccc Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

CHARLES L. RUDD, District of Camden, N. J., and was thereafter turned over to the U. S. Marshal's Office at Camden, N. J.

The following descriptive information was obtained from observation and furnished voluntarily by DUNHAM during interview:

Name	ANNE GRANT DUNHAM
Race	White
Sex	Female
Date of Birth	5/19/48
Place of Birth	New York City
Height	5'1"
Weight	120 pounds
Build	Stocky
Hair	Brown, length to shoulder blades
Eyes	Blue
Complexion	Medium
Scars and Marks	None noted
Residence	4 West 101st Street New York, N. Y.
Occupation	Unemployed
Father	ARTHUR W. DUNHAM
Age	Approximately 55
Place of Birth	Canada
Occupation	Accountant
Residence	92 First Street, Pelham, N. Y.
Mother	JEANNETTE E. DUNHAM, nee EDWARDS
Age	55
Place of Birth	Connecticut
Residence	Same as father
Brothers	ANTHONY W. DUNHAM, age 25 JOHN E. DUNHAM, age 21 PAUL S. DUNHAM, age 16
Marital Status	Single
Previous Arrests	Admitted, speeding ticket at New York City
Driver's License	In New York, number unknown, lost during mid July 1971
Social Security No.	Does not remember
Local Address	Does not desire to furnish

FATHER PETER DONALD FORDI

As previously noted, FORDI was apprehended by Special Agents of the FBI on August 22, 1971, inside the Post Office Building, 401 Market Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $50,000 good bail. He was released on September 1, 1971, on his own recognizance bond.

A search of the fingerprints of Father PETER DONALD FORDI has failed to disclose prior arrest data in the files of the Identification Division, FBI, Washington, D. C.

NW 88321 DocId:32989529 Page 68

FEDERAL BUREAU OF INVESTIGATION

Date August 23, 1971

At approximately 4:35 a.m., entry was made into the Selective Service Board rooms, Fifth Floor, Federal Courthouse and Post Office, Camden. On entry, seven persons were seen standing in various positions. They were immediately advised that they were under arrest and that they were arrested by Special Agents of the FBI.

Those persons were later identified as PETER DONALD FORDI, MICHAEL JOHN GIOCONDO, ROBERT GLEN GOOD, MICHAEL J. DOYLE, ROSEMARY REILLY, KATHLEEN MARY RIDOLFI, and ROBERT W. WILLIAMSON. Each person arrested received a preliminary "pat down" search.

After the search, each person was handcuffed and designated for booking and further processing.

At the time of entry and thereafter, it was noted that cabinets had been ripped open; Selective Service documents removed from these; documents were observed to be strewn and torn on the floor of the Conference Room, in mailbags, on the floor of the main Selective Service Office, and strewn about in the gutter area of the ramparts on three sides of the fifth floor roof.

On 8/22/71 at CAMDEN, NEW JERSEY File # PHILADELPHIA 52-7165 Sub S
SA's W. B. ANDERSON, EUGENE S. DESBAULT, JOE R. GINGERICH, DAVID A. MILLER, MASON P. SMITH, THOMAS E. TIERNEY, JOSEPH ZIEL,
by and ROBERT H. WALLER RHA/hcm/mlb Date dictated

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency: it and its contents are not to be distributed outside your agency.

34

FD-302 (R[illegible] 3-15-64)

FEDERAL BUREAU OF INVESTIGATION

Date August 27, 1971

1

At approximately 4:30 a.m., August 22, 1971, Selective Service space and surrounding area located on the fifth floor, U. S. Post Office, 401 Market Street, Camden, N. J., was entered by Special Agents of the Federal Bureau of Investigation. SAs EUGENE S. DEBBAUDT and THOMAS D. TIERNEY entered the immediate area and parapet surrounding the Selective Service office by way of the building fire escape. SAs ROBERT H. WALLER and JOE R. GINGERICH entered the Selective Service office through the front door, which entered onto the fifth floor corridor.

Upon entrance into this space, SAs DEBBAUDT, TIERNEY, WALLER and GINGERICH announced the FBI's presence and instructed everyone to remain as they were until told to do otherwise.

SA JOE R. GINGERICH apprehended PETER DONALD FORDI on the parapet surrounding the fifth floor of the U. S. Post Office. FORDI, at the time of apprehension, was located on the south side of the building approximately adjacent to the center of the Selective Service space proceeding in an easterly direction around the parapet. FORDI was immediately returned to the Selective Service space via a window where he was frisked for weapons with negative results. FORDI was not questioned other than for his name which he refused to give.

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7164-SUB S

by SA JOE R. GINGERICH:mem Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Date 8/24/71

PETER DONALD FORDI, after being placed under arrest by Special Agent JOE R. GINGERICH, while he was in the Selective Service Board, Camden, N.J., was taken into custody by Special Agent EUGENE S. DEBBAUDT. After being taken into custody, FORDI was taken to the fourth floor of the United States Post Office Building, and at that time, Special Agent MICHAEL V. DONOVAN, Jr., entered the room. FORDI was then searched by Special Agent EUGENE S. DEBBAUDT, and taken from FORDI's person were the following articles:

1) A package of Parodi cigars containing three cigars.

2) One pink 3 X 5 card bearing writing, "Poplar 966-2533 (o) 428-1813 (H) 966-1386."

3) One set of ten keys on chain and ring.

4) Four loose keys.

5) Two sticks of Spearmint Gum in package.

6) One blue brush tip pen.

7) One pair brown gloves.

Also found on FORDI's person was eleven cents, one dime and one penny.

FORDI was then presented with an inventory of the above items, which he returned and signed.

FORDI was then told by Special Agents EUGENE S. DEBBAUDT and MICHAEL V. DONOVAN, Jr., that they wished to question him concerning his participation in the theft of Selective Service records from the United States Post Office Building, Camden, N.J. Prior to any questioning, FORDI was advised of his rights as set out in "Interrogation; Advice of Rights Form," which he read but refused

On 8/22/71 at CAMDEN, N.J. File # NEWARK 52-6817

SA MICHAEL V. DONOVAN, JR.,

by SA EUGENE S. DEBBAUDT ESD/mav Date dictated 8/24/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

to sign without his attorney present. FORDI then stated that he did not wish to make any statements to the interviewing agents without his attorney present and the interview was then concluded.

The following background data was obtained through observation and interview:

Name	PETER DONALD FORDI
Address	131 Morning Side Drive New York City, N.Y.
Height	6' tall
Weight	175 pounds
Build	Medium
Hair	Black, balding
Eyes	Hazel, wears glasses
Scars and other identifying marks:	Mustache and long sideburns
Date of Birth	February 19, 1937
Place of Birth	Jersey City, N.J.
Occupation	Jesuit Priest since June of 1969
Military Service	None
Selective Service Board:	New York City

After the background data was obtained, FORDI was photographed by Special Agent MASON P. SMITH. FORDI was then taken to the second floor of the United States Post Office, where he was fingerprinted by Special Agent ALBERT WILLIAM CARROLL. FORDI was then taken to the third floor where he was photographed by WILLIAM J. ANDRIS. FORDI was then returned to the fourth floor of the United States Post Office where he awaited the United States Magistrate's hearing, and while waiting for this hearing, was allowed to make one telephone call. He called telephone number 212-836-8628. FORDI was then taken to the United States Marshall's Office, third floor, where he was allowed to confer with an attorney. Upon completion of the conference, FORDI was taken to the courtroom, located on the third floor for the United States Magistrate's hearing and turned over to the United States Marshall.

KEITH WILLIAM FORSYTH

As previously noted, FORSYTH was apprehended by Special Agents of the FBI on August 22, 1971, at 21 North Fourth Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $25,000 good bail. He was released on September 7, 1971, after posting ten per cent cash or security on a $10,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

A search of the fingerprints of KEITH WILLIAM FORSUTH has failed to disclose prior arrest data contained in the files of the Identification Division, FBI, Washington, D. C.

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

On August 22, 1971, at approximately 4:30 a.m., the below listed agents arrested KEITH WILLIAM FORSYTH at the residence of 21 North Fourth Street, Camden, N. J. FORSYTH was arrested in the living room area of that residence.

FORSYTH was advised by SA ROY J. LANE, JR., that he was being arrested for conspiracy in connection with the destruction of Government property. After being advised of the identities of the below listed agents, FORSYTH was orally advised of his Constitutional rights by SA LANE, after which he stated he understood his rights; however, wished to remain silent. Promptly following being advised of his rights, a preliminary search was conducted of his person.

After the preliminary search, FORSYTH was transported to the fourth floor of the Federal Building for booking procedures. Upon reaching the Federal Building, FORSYTH was strip-searched, fingerprinted and photographed.

Review of FORSYTH's personal effects revealed the following items:

1. Pennsylvania driver's license number 16662047.
2. Library card for the Philadelphia Free Library.
3. Membership card for the Recreational Equipment, Inc.
4. Provident National Bank card number 863-681-8.
5. First Pennsylvania Bank card number 372-623-9.
6. Allstate health insurance card number 82-226-488.
7. Selective Service System registration certificate number 33-113-50-229.
8. One tablet of white paper.

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165 Sub

by SA ROGER D. CASTERLINE
SA ROY J. LANE, JR. RDC/mmn Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

9. Metal button with inscription "Free all Political Prisoners."

10. Key ring containing six keys.

11. Piece of paper with inscription "Official Challenger."

12. Brown wallet.

13. Six one-dollar bills.

14. Change, including six quarters, seven dimes, four nickels, and three pennies.

The above mentioned items were returned to FORSYTH after being reviewed by the below listed agents.

The two below listed items were held as evidence. FORSYTH was given a property receipt for the items and was advised that the items would not be returned to him, as they would be held as evidence:

1. A 1 1/2" x 2 1/2" white card with the name CARL POPLAR and phone numbers 966-2533 (d) and 428-1813 (N) written on one side.

2. A 3" x 3 1/2" piece of white paper with the handwritten words of "Fire Resistant," "Burgler Resistant," and "Fire Cabinents"; and on the other side, an unidentified drawing.

Upon completion of the booking procedure, FORSYTH was once again advised that he was arrested for conspiracy in connection with the destruction of Government property. After being re-advised of the charge, he was immediately furnished with an "Interrogation; Advice of Rights" form, which clearly set forth his Constitutional rights. After reviewing the "Advice of Rights" form, FORSYTH stated that he completely understood his rights; however, did not wish to sign the form and stated that he wished to remain silent. FORSYTH also stated that he did not wish to furnish handwriting or handprinting samples.

At approximately 12 noon, FORSYTH was turned over to the U. S. Marshal's Office, Federal District of New Jersey, to be held for arraignment by the U. S. Magistrate of that same district.

NW 88321 DocId:32989529 Page 75

PH 52-7165 Sub S

The following description of FORSYTH was taken through observation and review of his personal effects:

Name	KEITH WILLIAM FORSYTH
Race	White
Sex	Male
Date of Birth	March 15, 1950
Place of Birth	Marion, Ohio
Height	6'
Weight	120 pounds
Build	Slender
Hair	Brownish-black (shoulder length)
Eyes	Brown (horn-rimmed glasses)
Selective Service No.	33-113-50-229
Selective Service Board	Local Board 113, 72 South High Street, Akron, Ohio
Draft Status	1-A
Driver's License	Pennsylvania license 16662047
Address	515 Carpenter Lane, Philadelphia, Pa.
Dress	Levi's, light blue short-sleeved sport shirt, brown work shoes
Possible Associate	First Pennsylvania Special Checking Account card dated June 4, 1971, listed in the name of ROBERT E. GROSSMAN, as also residing at 515 Carpenter Lane, Philadelphia, Pa.

MICHAEL JOHN GIOCONDO

As previously noted, GIOCONDO was apprehended by Special Agents of the FBI on August 22, 1971, inside the Post Office Building, 401 Market Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $25,000 good bail. He was released on September 7, 1971, after posting ten per cent cash or security on a $10,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

A search of the fingerprints of MICHAEL JOHN GIOCONDO has failed to disclose prior arrest data in the files of the Identification Division, FBI, Washington, D. C.

NW 88321 DocId:32989529 Page 77

FEDERAL BUREAU OF INVESTIGATION

Date August 24, 1971

At approximately 4:35 a.m., August 22, 1971, Selective Service space and surrounding area located on the fifth floor, U.S. Post Office, 401 Market Street, Camden, N.J., was entered by Special Agents of the Federal Bureau of Investigation. Special Agents EUGENE S. DEBBAUDT and THOMAS E. TIERNEY entered the immediate area and parapet surrounding the Selective Service Office by way of the building fire escape. Special Agents ROBERT H. WALLER and JOEL R. GINGERICH entered the Selective Service Office through the front door, which entered on to the fifth floor corridor.

Upon entrance into this space, Special Agents DEBBAUDT, TIERNEY, WALLER, and GINGERICH announced the FBI's presence and instructed everyone to remain as they were until told to do otherwise.

Special Agents DEBBAUDT and WALLER immediately placed under arrest three individuals that were located within Selective Service space. A male, later identified as ROBERT G. GOOD, was standing in the area of Local Board #9. A female, later identified as KATHLEEN MARY RIDOLFI, was standing next to GOOD. A male, later identified as MICHAEL JOHN GIOCONDO, was in the area of Local Board #7. Special Agents DEBBAUDT and WALLER moved these persons to the center of the Selective Service space and had them lie on the floor. No questions were asked of these persons other than their names, which they refused to furnish.

On 8/22/71 at CAMDEN, N.J. File # NEWARK 52-6817

SA ROBERT H. WALLER(A)
by SA EUGENE S. DEBBAUDT ESD/rav Date dictated 8/24/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Date August 23, 1971

At approximately 4:35 a.m., entry was made into the Selective Service Board rooms, Fifth Floor, Federal Courthouse and Post Office, Camden. On entry, seven persons were seen standing in various positions. They were immediately advised that they were under arrest and that they were arrested by Special Agents of the FBI.

These persons were later identified as PETER DONALD FORDI, MICHAEL JOHN GIOCONDO, ROBERT GLEN GOOD, MICHAEL J. DOYLE, ROSEMARY REILLY, KATHLEEN MARY RIDOLFI, and ROBERT W. WILLIAMSON. Each person arrested received a preliminary "pat down" search.

After the search, each person was handcuffed and designated for booking and further processing.

At the time of entry and thereafter, it was noted that cabinets had been ripped open; Selective Service documents removed from these; documents were observed to be strewn and torn on the floor of the Conference Room, in mailbags, on the floor of the main Selective Service Office, and strewn about in the gutter area of the ramparts on three sides of the fifth floor roof.

On 8/22/71 at CAMDEN, NEW JERSEY File #PHILADELPHIA 52-7165 Sub S
SA's W. B. ANDERSON, EUGENE S. DERBAULT, JOE R. GINGERICH, DAVID A. MILLER, MASON . SMITH, THOMAS E. TIERNEY, JOSEPH ZIEL,
by and ROBERT H. MALLER WBA/hms/mlb Date dictated

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

Subsequent to the arrest of MICHAEL J. GIOCONDO on August 22, 1971, in the U. S. Post Office, Camden, N. J., he was taken to a room on the fourth floor of the U. S. Post Office in Camden, N. J. GIOCONDO refused to speak and answer any questions in regards to his name, address, or physical description. During the period of time between the arrest at 4:35 a.m., August 22, 1971, and GIOCONDO's arraignment at 1:10 p.m., on August 22, 1971, he was photographed and fingerprinted by Special Agents of the FBI.

GIOCONDO was also searched by SA DAVID A. MILLER which yielded one pair of brown cloth gloves which GIOCONDO was wearing at the time of his arrest, one 3" x 5" white index card with the following notations:

"1 A, 1-A-O, 1 O, II-S, 1-Y, IV-B,

out, index cards, ledgers", and

one white card, approximately 2" x 3" with the following notations:

"CARL POPLAR, 966-2533, off., 428-1813 home".

The brown cloth gloves and the 3" x 5" index card were retained by SA MILLER and a copy of an Inventory of Items Removed signed by SA DIVID A. MILLER and witnessed by SA H. HAROLD DAVIS, JR., was tendered to GIOCONDO. GIOCONDO refused to sign the Inventory of Items Removed.

At 7:39 a.m., SA DAVID A. MILLER orally advised GIOCONDO of his rights as specified on an "Interrogation: Advice of Rights" form, and at 7:44 a.m., tendered that form to GIOCONDO, which he read, stated he understood, but declined to sign. The "Interrogation: Advice of Rights" form was witnessed by SA DAVID A. MILLER and SA H. HAROLD DAVIS.

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165 Sub

by SA DAVID A. MILLER:ms Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

GIOCONDO declined to answer any questions or make any statements to SA MILLER.

At 12:05 p.m., GIOCONDO was taken to the office of the U. S. Marshal in the U. S. Post Office Building, Camden, N. J., where he was temporarily placed in the custody of the U. S. Marshal in order that GIOCONDO could consult with his attorney before arraignment.

At 1:10 p.m., GIOCONDO was taken by SA DAVID A. MILLER for arraignment before U. S. Magistrate CHARLES RUDD and subsequently placed in the custody of the U. S. Marshal.

ROBERT GLENN GOOD

As previously noted, GOOD was apprehended by Special Agents of the FBI on August 22, 1971, inside the Post Office Building, 401 Market Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $50,000 good bail. He was released on September 7, 1971, after posting ten per cent cash or security on a $15,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

A search of the fingerprints of ROBERT GLENN GOOD has failed to disclose prior arrest data in the files of the Identification Division, FBI, Washington, D. C.

FEDERAL BUREAU OF INVESTIGATION

Date August 24, 1971

At approximately 4:35 a.m., August 22, 1971, Selective Service space and surrounding area located on the fifth floor, U.S. Post Office, 401 Market Street, Camden, N.J., was entered by Special Agents of the Federal Bureau of Investigation. Special Agents EUGENE S. DEBBAUDT and THOMAS E. TIERNEY entered the immediate area and parapet surrounding the Selective Service Office by way of the building fire escape. Special Agents ROBERT H. WALLER and JOE R. GINGERICH entered the Selective Service Office through the front door, which entered on to the fifth floor corridor.

Upon entrance into this space, Special Agents DEBBAUDT, TIERNEY, WALLER, and GINGERICH announced the FBI's presence and instructed everyone to remain as they were until told to do otherwise.

Special Agents DEBBAUDT and WALLER immediately placed under arrest three individuals that were located within Selective Service space. A male, later identified as ROBERT G. GOOD, was standing in the area of Local Board #9. A female, later identified as KATHLEEN MARY RIDOLFI, was standing next to GOOD. A male, later identified as MICHAEL JOHN GIOCONDO, was in the area of Local Board #7. Special Agents DEBBAUDT and WALLER moved these persons to the center of the Selective Service space and had them lie on the floor. No questions were asked of these persons other than their names, which they refused to furnish.

On 8/22/71 at CAMDEN, N.J. File # NEWARK 52-6817

by SA ROBERT H. WALLER(A)
SA EUGENE S. DEBBAUDT ESD/rav Date dictated 8/24/71.

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date August 23, 1971

At approximately 4:35 a.m., entry was made into the Selective Service Board rooms, Fifth Floor, Federal Courthouse and Post Office, Camden. On entry, seven persons were seen standing in various positions. They were immediately advised that they were under arrest and that they were arrested by Special Agents of the FBI.

These persons were later identified as PETER DONALD FORDI, MICHAEL JOHN GIOCONDO, ROBERT GLEN GOOD, MICHAEL J. DOYLE, ROSEMARY REILLY, KATHLEEN MARY RIDOLFI, and ROBERT W. WILLIAMSON. Each person arrested received a preliminary "pat down" search.

After the search, each person was handcuffed and designated for booking and further processing.

At the time of entry and thereafter, it was noted that cabinets had been ripped open; Selective Service documents removed from these; documents were observed to be strewn and torn on the floor of the Conference Room, in mailbags, on the floor of the main Selective Service Office, and strewn about in the gutter area of the ramparts on three sides of the fifth floor roof.

On 8/22/71 at CAMDEN, NEW JERSEY File #PHILADELPHIA 52-7165 Sub S

SA's W. B. ANDERSON, EUGENE S. D[illegible]AULT, JOE R. GINGRICH, DAVID A. MILLER, MASON P. SMITH, THOMAS E. TIERNEY, JOSEPH ZIEL,

by and ROBERT R. [illegible] [illegible] Date dictated

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date August 2[illegible], 1971

SA SHERWOOD, following the arrest of ROBERT GLEN GOOD inside the Selective Service Offices, Fifth Floor, U. S. Post Office Building, assumed custody of GOOD at approximately [illegible]:35 a.m. GOOD was processed in connection with his arrest, which included fingerprinting, photographing, a strip search, and the securing of personal identification information from him.

At about 7:10 a.m., GOOD was furnished an Advice of Rights and Waiver form, which he read, which SA SHERWOOD orally explained to him, and which he declined to sign after stating that he understood his rights as set forth in this form. GOOD stated he did not desire to furnish any information whatsoever.

In connection with the strip search of GOOD and the search of the clothing he was wearing, three items were retained as evidence:

1. One pair of worn soiled brown gloves which GOOD was wearing.

2. One partial roll of black electrician's tape, which was found in the right-hand, front trousers pocket.

3. Two pieces of a knife blade, wrapped in black tape, which were found in GOOD's shirt pocket.

GOOD was furnished a copy of an inventory for these items.

At about 11:20 a.m., GOOD was taken by SA CHAMBERS to the U. S. Marshal's Office, Third Floor, U. S. Post Office Building, at which time he was turned over to the U. S. Marshal for an appearance before Magistrate CHARLES L. RUDD. GOOD appeared before Magistrate RUDD at approximately 1:10 p.m.

On 8/22/71 at Camden, N. J. File # Philadelphia 100-52641 Philadelphia 52-7165-Sub

by SA'S GEORGE E. SHERWOOD and ROBERT G. CHAMBERS GES:BSM Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

PH 100-5264
PH 52-7165-SUB S

The following descriptive information was obtained during observation and interview:

Name	ROBERT GLEN GOOD
Date of Birth	June 3, 1949
Place of Birth	Sharon, Pa.
Height	5' 11"
Weight	180 pounds
Build	Medium
Hair	Brown, long and curly
Eyes	Brown
Residence	Claims none.
Occupation	Claims none.
Parents	JOHN and ELIZABETH GOOD, R.D. #1, Sharpsville, Pa.
Brothers	2 - declined to furnish their identities.
Sisters	4 - declined to furnish their identities.
Marital Status	Single
Previous Arrests	Admits one, New York City, N. Y.; declined to furnish circumstances.
Social Security Number	Claimed did not recall.
Selective Service Number	Declined to furnish; however, stated currently classified 1-0.
Local Address	Declined to furnish.
Scars and Marks	Small scar outer corner, right eye.

57

JOHN PETER GRADY

As previously noted, GRADY was apprehended by Special Agents of the FBI on August 22, 1971, at 21 North Fourth Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $150,000 good bail. He was released on September 7, 1971, after posting a ten per cent cash or security on a $50,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

A search of the fingerprints of JOHN PETER GRADY has failed to disclose prior arrest date contained in the files of the Identification Division, FBI, Washington, D. C.

NW 88321 DocId:32989529 Page 87

FD-302 (Rev. 4-15-64)

FEDERAL BUREAU OF INVESTIGATION

Date August 23, 1971

On August 22, 1971, at approximately 4:32 a.m., SA TERRENCE P. NEIST and SA LAWRENCE KARL YORK went to the door of the residence located at 21 North Fourth Street, Camden, N. J. SA NEIST displayed his credentials to the individual who came to the door. This man was later identified as MILO BILLMAN. SA NEIST announced that he and the others were Special Agents of the FBI and that they were there to execute arrest warrants.

SA JAMES J. FINLEY, SA RICHARD J. BERNES, followed by SA TERRENCE P. NEIST and SA LAWRENCE KARL YORK, then entered the residence, through the open front door and immediately SA FINLEY and SA BERNES entered the front living room located at the right of the hallway on the first floor and observed JOHN PETER GRADY lying on the floor at the west end of the room, near a couch. GRADY was wearing a white T-shirt and dark blue trousers and had no shoes or socks.

SA FINLEY immediately identified himself to GRADY as a Special Agent of the FBI and he informed GRADY that he was under arrest for a violation of Federal law. SA FINLEY and SA BERNES then pulled GRADY to his feet and searched him for weapons. He was then handcuffed by SA NEIST and removed to a Bureau automobile parked directly in front of 21 North Fourth Street, Camden, N. J.

After GRADY was placed in the rear seat of the car, he was advised of the identities of SA LAWRENCE KARL YORK and SA TERRENCE P. NEIST and was again informed by SA YORK that he was under arrest. SA YORK advised GRADY that he was being charged with Conspiracy and was being arrested based on a warrant issued by U. S. Magistrate CHARLES RUDD, Camden, N. J. GRADY's shoes were then brought to him. He was then transported to the U. S. Post Office and Courthouse, 401 Market Street, Camden, N. J. During the ride to the courthouse, GRADY complained that his handcuffs were extremely tight. Upon arrival at the courthouse, the handcuffs were loosened somewhat. During the ride to the U. S. Post Office and Courthouse, GRADY made the statement, "I'm JPG." Upon arrival at the U. S. Post Office and

---

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7365 SUB

SAs RICHARD J. BERNES, JAMES J. FINLEY, TERRENCE P. NEIST, MASON P. SMITH, and LAWRENCE KARL YORK

by LKY/lcw/lsa Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Courthouse, GRADY was taken to Room 304, where he was searched.

The following items were taken from GRADY:

1. One Gallet Decimal stopwatch.

2. One gold penknife.

3. One black key case containing four gold keys. The case had a piece of paper taped to the outside with the name "BILL" and an "A" with a circle around it.

4. Two loose keys, one bearing letters "GM."

Several times GRADY asked to be allowed to call his attorney, at which time he was told that he would be able to call his attorney once he was booked and the security of the other FBI personnel was assured. GRADY refused to identify himself and refused to provide any background information about himself whatsoever. GRADY refused to sign the property receipt.

SA NEIST provided GRADY with an "Interrogation; Advice of Rights" form, which GRADY read, and stated that he understood his rights, but declined to sign the waiver form because he wanted to talk to his lawyer. GRADY declined to provide handwriting samples.

At 7:01 a.m., SA MASON P. SMITH appeared at Room 304 and advised GRADY that he was going to take his photograph and asked GRADY, who was seated in a chair, to stand up. GRADY refused to stand up and refused to look up. At that point, SA SMITH again requested GRADY to stand up and he again refused. Agents SMITH and NEIST took GRADY by his arms and lifted him from the chair, at which time GRADY started to struggle. At that instant, SA YORK secured GRADY's right arm and placed a handcuff on his right wrist and then secured GRADY's left wrist and handcuffed him behind his back. As SA SMITH started taking photographs, GRADY started straining and pulling at the handcuffs behind his back and he was heard to grunt and breathe heavily.

Shortly thereafter, GRADY stated that his arm hurt and SA YORK removed the handcuffs, at which time GRADY displayed

the inside of his right wrist which revealed a small abrasion or cut which was [illegible] a small amount of blood.

SA [illegible] got a clean handkerchief and it was applied to the abrasion and the bleeding stopped. SA YORK applied Zephiran-Chloride from a first aid kit located in Room [illegible] to the abrasion. The rest of the photographs were taken of GRADY without his cooperation.

GRADY was later taken to another room where he was fingerprinted and additional photographs were taken without incident.

At 10:11 a.m., and 11:12 a.m., GRADY made two telephone calls from a pay telephone booth on the third floor of the Post Office Building.

At 12:18 p.m., GRADY was taken before U. S. Magistrate CHARLES RUDD in the U. S. Post Office and Courthouse.

The following description is based upon observation of GRADY:

Race	White
Sex	Male
Age	Approximately 46
Height	Approximately 5'8"
Weight	Approximately 190 lbs.
Build	Heavy
Hair	Dark brown and gray, very curly.
Complexion	Medium
Scars and Marks	None noted.

MARGARET MARY INNESS

As previously noted, INNESS was apprehended by Special Agents of the FBI on August 22, 1971, in the courtyard of St. Paul's Church, 422 Market Street, Camden, N. J. On the same date, she was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $5,000 good bail. She was released on September 3, 1971, after posting ten per cent cash or security on a $5,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

Date 8/23/71

At approximately 4:33 a.m. on August 22, 1971 Special Agents THIXTON, BABCOCK, DAVIS, and HARRISON observed a white male and three white females standing against the wall located in Alcove Driveway, east side of St. Paul's Episcopal Church, located across from the U.S. Post Office Building at Fourth and Market Streets, Camden, New Jersey. Unknown white male later identified as BARRY J. MUSI was observed holding a walkie-talkie, which was immediately taken from him by SA THIXTON. A pair of cheap binoculars bearing a strip of adhesive tape with the word "lawnside" written on the tape and a brown tote bag were located near the feet of these four individuals. SA THIXTON identified himself and the other agents present as being Special Agents of the FBI, and advised these four individuals that they were being placed under arrest for conspiracy. The three white females were subsequently identified as being MARGARET MARY INNESS, ANNE GRANT DUNHAM, and JOAN REILLY.

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7165-SUB

by SA RONALD G. THIXTON SA RICHARD G. HARRISON
SA ROGER E. BABCOCK
~~SA H. HAROLD DAVIS~~, JR. RGT:mef Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

On August 22, 1971, three unknown females and one unknown male were observed standing, leaning against the east wall of the east alcove of St. Paul's Episcopal Church on Market Street between Fourth and Fifth Streets, Camden, N. J. The unknown male was standing on the extreme south end of said three females and was holding a walkie-talkie type radio. All of the above individuals were told the identity of the arresting officers (FBI) and that they were under arrest.

The unknown female standing next to the unknown male was wearing a blue T-shirt, levis and moccasins, weighing approximately 165 pounds, 5'8" to 5'9" tall, below shoulder length hair, wore glasses and appeared to be in her late 20s. She was shown the credentials of the arresting officer, Special Agent ROGER E. BABCOCK and told she was under arrest for conspiracy. Said unknown female was asked to identify herself, and she so identified herself as MARGARET INNESS, 565 Hyde Park Avenue, Roslindale, Mass. Subject INNESS was told she had the right to remain silent and did not have to answer any incriminating questions. Subject stated she would not answer any further questions without her lawyer. She was asked if counsel had been retained by her, and she answered, "yes" but stated she did not know his name.

In Room 506 of the U. S. Post Office, Fourth and Market Streets, Camden, N. J., subject was again orally explained the right of silence and counsel. The arresting Agent was joined by SA FLORILIS DAVIS and subject was asked to empty her pockets.

The following property was seized and a receipt given to subject, which she duly signed:

In subject's left pocket:

One cigarette pack holder, pale green containing one pack of Parliament cigarettes, eight single dollar bills

---

SUB S

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165

by SA ROGER E. BABCOCK
SA FLORILIS DAVIS/W REB:klw Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

and a Commonwealth of Massachusetts driver's license number 017387913.

In subject's right pocket:

Four single dollar bills, five quarters. seven nickels. four dimes, and 12 pennies: one cylinder type cigarette lighter; one black comb; one Parliarment cigarette filter tip.

Around subject's neck a black metal cross on a black string.

Total monies seized $14.12.

The following items were immediately returned to INNESS:

One black comb and a pack of Parliarment cigarettes.

The pale green cigarette pack holder is designated #1 and is imprinted on the front with the letter "C" in silver. Inside on the front flap the following names were written in blue ink:

"LORETTA" with the number"893-6008"; "FLYM" with the number "492-5093"; the Massachusetts driver's license is designated #2 and contains the following information:

License number 017387913, expiration date November 6, 1974, name INNESS MARGARET M., 118 Alcott Road, East Falmouth, date of birth November 6, 1944, and contained the signature and picture of subject thereon.

The cigarette lighter is assigned #3 and is of the cylinder type with a red body, gold ends and named"Dispozalite"; the black metal cross with black string is designated #4 and the Parliarment filter tip is assigned #5.

The subject was stripped searched in the womens restroom, fifth floor by FBI Clerk TRUDY CROUTHARMEL. Miss CROUTHARMEL noted no weapons or evidence on the person or in the clothing of subject.

Subject was then read a copy of the "Advice of Rights" form and furnished a copy of said from to read herself. Subject stated she understood her rights and

the charge against her but would not waive her rights and talk to the interviewing Agents. She stated she would not discuss either the charge or reason for her being in the east alcove along with three other individuals across from the Post Office at 4:20 a.m., on the 22nd of August 1971.

Subject was taken to Room 314, U. S. Post Office, for the U. S. Magistrate's hearing on bail and was turned over to the U. S. Marshal pending $5,000 bail. Subject is described as follows:

Name:	MARGARET MARY INNESS
Date of birth:	11/6/44
Address:	118 Alcott Road, East Falmouth, Mass. (former address)
	565 Hyde Park Avenue, Roslindale, Mass. (present address)
Sex:	Female
Race:	White
Height:	5'8" to 5'9"
Weight:	Approximately 165 pounds
Build:	Heavy
Hair:	Brown - below shoulder length
Eyes:	Brown
Miscellaneous:	Wears thick glass lenses

FEDERAL BUREAU OF INVESTIGATION
WASHINGTON, D.C. 20537

The following FBI record, NUMBER 849 215 H, is furnished FOR OFFICIAL USE ONLY. Information shown on this Identification Record represents data furnished FBI by fingerprint contributors. WHERE FINAL DISPOSITION IS NOT SHOWN OR FURTHER EXPLANATION OF CHARGE IS DESIRED, COMMUNICATE WITH AGENCY CONTRIBUTING THOSE FINGERPRINTS.

CONTRIBUTOR OF FINGERPRINTS	NAME AND NUMBER	ARRESTED OR RECEIVED	CHARGE	DISPOSITION
Metropolitan PD Wash DC	Margaret, Mary Inness #243859	4-25-71	Violation Police Lines	
FBI Newark NJ	Margaret Mary Inniss #----	8-22-71	Conspiracy	

Notations indicated by * are NOT based on fingerprints in FBI files but are listed only as investigative leads as being possibly identical with subject of this record.

John Edgar Hoover
Director

FRANCIS MEL MADDEN

As previously noted, MADDEN was apprehended by Special Agents of the FBI on August 22, 1971, at 21 North Fourth Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was released on $5,000 own recognizance bond.

A search of the fingerprints of FRANCIS MEL MADDEN has failed to disclose prior arrest data contained in the files of the Identification Division, FBI, Washington, D. C.

LIANNE MARIE MOCCIA

As previously noted, MOCCIA was apprehended by Special Agents of the FBI on August 22, 1971, at 21 North Fourth Street, Camden, N. J. On the same date she was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $10,000 good bail. She was released on August 23, 1971, after posting $1,000 cash on a $10,000 bond.

A search of the fingerprints of LIANNE MARIE MOCCIA has failed to disclose prior arrest data contained in the files of the Identification Division, FBI, Washington, D. C.

NW 88321 DocId:32989529 Page 98

PH 52-7165

Subsequently, this female was transported to the Federal Building in Camden, N.J., for fingerprinting and photographing.

FEDERAL BUREAU OF INVESTIGATION

Date 8/24/71

LIANNE MARIE MOCCIA was advised of the identities of MICHAEL H. RYMAN and WALTER J. MC DONALD, JR., Special Agents of the FBI. She was advised of her rights and furnished the form "Your Rights" which she read, stated she understood, but refused to sign.

MOCCIA stated that she desired to make no statement but furnished the following information:

Name	LIANNE MARIE MOCCIA
Sex	Female
Race	White
Date of birth	June 5, 1950
Place of birth	Chelsea, Mass.
Height	5'5"
Weight	160 pounds
Build	Heavy
Hair	Brown
Eyes	Brown
Residence	2962 Decatur Avenue Bronx, N. Y.
Scars, marks, or other identifying characteristics	Four inch cut scar on underarm between left forearm and wrist

At the time of interview LIANNE MARIE MOCCIA was given a receipt for items seized from her at the time of her arrest. These items are the following:

1. 1 - business card of RICHARD HUGHES, Photographer, Thorofare, N. J.

2. 1 - 3" x 3" white card with various notations in ink on which appeared "MILO BILLMAN, 21 North Fourth Street" and "CARL POPLAR, 966-2533 and 428-1818 (N)."

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165 SUB

by SAs WALTER J. MC DONALD, JR., and MICHAEL H. RYMAN, and MHR/tac Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

3. 1 - one half of a business card with inked impressions on both sides, one of which is "ASHOK DAVAR, 311 South 22nd Street, Philadelphia, Pa. - 732-8589." (MOCCIA stated that she does not believe this item was on her possession at time of arrest.)

4. 1 - tan plastic keycase with taped piece of paper with the following printing: "VW white red" on outside and one Volkswagen key bearing number 66K072. The following number appeared inside the keycase: 749-8860.

LIANNE MARIE MOCCIA refused to sign the receipt for the above items. However, she was given a copy of the receipt.

BARRY JAMES MUSI

As previously noted, MUSI was apprehended by Special Agents of the FBI on August 22, 1971, in the courtyard of St. Paul's Church, 422 Market Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and remanded to the custody of the U. S. Marshal in lieu of $5,000 good bail. He was released on September 7, 1971, after posting ten per cent cash or security on a $5,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

NW 88321 DocId:32989529 Page 102

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

At approximately 4:33 a.m. on August 22, 1971 Special Agents THIXTON, BABCOCK, DAVIS, and HARRISON observed a white male and three white females standing against the wall located in Alcove Driveway, east side of St. Paul's Episcopal Church, located across from the U.S. Post Office Building at Fourth and Market Streets, Camden, New Jersey. Unknown white male later identified as BARRY J. MUSI was observed holding a walkie-talkie, which was immediately taken from him by SA THIXTON. A pair of cheap binoculars bearing a strip of adhesive tape with the word "lawnside" written on the tape and a brown tote bag were located near the feet of these four individuals. SA THIXTON identified himself and the other agents present as being Special Agents of the FBI, and advised these four individuals that they were being placed under arrest for conspiracy. The three white females were subsequently identified as being MARGARET MARY INNESS, ANNE GRANT DUNHAM, and JOAN REILLY.

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7165-SUB S

by SA RONALD G. THIXTON, SA RICHARD G. HARRISON, SA ROGER E. BABCOCK, ~~SA H. HAROLD DAVIS, JR.~~ RGT:mef Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

75

Date 8/23/71

At approximately 1:33 a.m. on August 22, 1971 Special Agents THIXTON, BABCOCK, DAVIS, and HARRISON observed a white male and three white females standing against the wall located in Alcove Driveway, east side of St. Paul's Episcopal Church, located across from the U.S. Post Office Building at Fourth and Market Streets, Camden, New Jersey. Unknown white male later identified as BARRY J. MUSI was observed holding a walkie-talkie, which was immediately taken from him by SA THIXTON. A pair of cheap binoculars bearing a strip of adhesive tape with the word "Lawnside" written on the tape and a brown tote bag were located near the feet of these four individuals. SA THIXTON identified himself and the other agents present as being Special Agents of the FBI, and advised these four individuals that they were being placed under arrest for conspiracy. The three white females were subsequently identified as being MARGARET MARY INNESS, ANNE GRANT DUNHAM, and JOAN REILLY.

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7165-S

SA RONALD G. THIXTON SA RICHARD G. HARRISON
SA ROGER E. BABCOCK
by ~~SA H. HAROLD DAVIS, JR.~~ RGT:mef Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Date 8/24/71

BARRY JAMES MUSI was apprehended at approximately 4:35 a.m., as he stood in the east courtyard of Saint Paul's Church, 422 Market Street. MUSI was orally advised of his constitutional rights as contained in the standard Advice of Rights Form (FD-395), by SA JOHN H. STODDARD, JR., who identified himself as a Special Agent of the Federal Bureau of Investigation (FBI).

MUSI was taken to the U. S. Federal Building, 401 Market Street, for processing. At this location, he was again apprised of his rights by SA STODDARD, and he was given the opportunity to read the form entitled, "Interrogation; Advice of Rights", (FD-395). MUSI was requested to read a portion of this form aloud, however he declined to do so. MUSI admitted that he understood the meaning and content of the form, and he said that he did not want to make a statement or answer any questions until he had the opportunity to consult an attorney.

It was acknowledged that MUSI had this right, and it was explained to him that he would not be questioned concerning any criminal activity in which he might be engaged, however it was further explained to him that he would be questioned concerning background information.

The following information was obtained from observation and interview:

Name	BARRY JAMES MUSI
Sex	Male
Race	White
Date of Birth	9/9/48
Place of Birth	Cambridge, Massachusetts
Height	5' 9"
Weight	150 pounds
Build	Slender
Hair	Dark Brown
Eyes	Hazel
Facial Features	Full beard and mustache

On 8/22/71 at CAMDEN, NEW JERSEY File # PH 52-7165 SUB S

by SA JOHN H. STODDARD, JR. and SA [illegible] /adb Date dictated 8/22/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency. It and its contents are not to be distributed outside your agency.

76

Scars and Marks	½" diameter circular scar on left shoulderblade. Numerous large freckles on shoulders and upper back.
Address	703 Washington Street Dorchester, Massachusetts
Driver's License	Commonwealth of Massachusetts #0323[illegible]34, in the name of BARRY J. MUSI, 25 Simmons Avenue, Belmont, Massachusetts
Marital Status	Married - Declined to identify spouse.

MUSI declined to volunteer any other information regarding previous arrests, Social Security Number, Selective Service Number or draft status. He was not in possession of a Selective Service Draft Card.

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

Subsequent to the arrest of BARRY JAMES MUSI, he was taken to the U. S. Federal Building, 401 Market Street, Camden, New Jersey, for processing.

MUSI was fingerprinted by SA MICHAEL DONOVAN.

He was photographed by SA WILLIAM J. ANDRES.

MUSI was searched by SAS JOHN H. STODDARD, JR., and TOBY MARVIN HARDING, and the following items were confiscated:

1. One (1) Commonwealth of Massachusetts Driver's License #03236/434 in the name of BARRY J. MUSI.

2. One (1) Lark Cigarette package bearing a Massachusetts tax stamp.

3. One (1) Electrical connector.

The latter item was found in the trouser pocket of MUSI.

An inventory listing the above items was prepared, and MUSI was requested to sign the inventory as a certification that these were the only items taken. He declined to do so. A copy of the inventory was then given to MUSI.

On 8/22/71 at CAMDEN, NEW JERSEY File # PH 52-7165 SUB S

by SA JOHN H. STODDARD, JR. AND SA TOBY MARVIN HARDING /rdb Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

BUREAU OF INVESTIGATION
WASHINGTON, D.C. 20537

The following FBI record, NUMBER 909 100 H, is furnished FOR OFFICIAL USE ONLY. Information shown on this Identification Record represents data furnished FBI by fingerprint contributors. WHERE FINAL DISPOSITION IS NOT SHOWN OR FURTHER EXPLANATION OF CHARGE IS DESIRED, COMMUNICATE WITH AGENCY CONTRIBUTING THOSE FINGERPRINTS.

CONTRIBUTOR OF FINGERPRINTS	NAME AND NUMBER	ARRESTED OR RECEIVED	CHARGE	DISPOSITION
PD Belmont, Mass	Barry James Musi #	3-28-66	Breaking, Entering Building and Larceny	4-7-66 gui of L ie bid prob unti
FBI Newark NJ	Barry James Musi #	8-22-71	conspiracy	

77

Notations indicated by * are NOT based on fingerprints in FBI files but are listed only as investigative leads as being possibly identical with subject of this record.

John Edgar Hoover
Director

JOAN MARIE REILLY

As previously noted, REILLY was apprehended by Special Agents of the FBI on August 22, 1971, in the courtyard of St. Paul's Church, 422 Market Street, Camden, N. J. On the same date she was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was released on $10,000 own recognizance bond.

A search of the fingerprints of JOAN MARIE REILLY has failed to disclose prior arrest data contained in the files of the Identification Division, FBI, Washington, D. C.

NW 88321 DocId:32989529 Page 109

Date 8/23/71

At approximately 4:33 a.m. on August 22, 1971 Special Agents THIXTON, BABCOCK, DAVIS, and HARRISON observed a white male and three white females standing against the wall located in Alcove Driveway, east side of St. Paul's Episcopal Church, located across from the U.S. Post Office Building at Fourth and Market Streets, Camden, New Jersey. Unknown white male later identified as [illegible] J. [illegible] was observed holding a walkie-talkie, which was immediately taken from him by SA THIXTON. A pair of cheap binoculars bearing a strip of adhesive tape with the word "Lawnside" written on the tape and a brown tote bag were located near the feet of these four individuals. SA THIXTON identified himself and the other agents present as being Special Agents of the FBI, and advised these four individuals that they were being placed under arrest for conspiracy. The three white females were subsequently identified as being MARGARET MARY INNESS, ANNE CRANE DUNHAM, and JOAN REILLY.

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7165-SUB S

by SA RONALD G. THIXTON, SA RICHARD G. HARRISON
SA ROGER E. BABCOCK
SA [illegible] DAVIS RGT:mef Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

8/23/71

At approximately 4:33 a.m. on August 22, 1971 Special Agents THIXTON, BABCOCK, DAVIS, and HARRISON observed a white male and three white females standing against the wall located in Alcove Driveway, east side of St. Paul's Episcopal Church, located across from the U.S. Post Office Building at Fourth and Market Streets, Camden, New Jersey. Unknown white male later identified as BARRY J. MUSI was observed holding a walkie-talkie, which was immediately taken from him by SA THIXTON. A pair of cheap binoculars bearing a strip of adhesive tape with the word "lawnside" written on the tape and a brown tote bag were located near the feet of these four individuals. SA THIXTON identified himself and the other agents present as being Special Agents of the FBI, and advised these four individuals that they were being placed under arrest for conspiracy. The three white females were subsequently identified as being MARGARET MARY INNESS, ANNE GRANT DUNHAM, and JOAN REILLY.

On 8/22/71 at Camden, New Jersey File # Philadelphia 52-7165-SUB S

by SA RONALD G. THIXTON, SA RICHARD G. HARRISON, SA ROGER E. BABCOCK, ~~SA H. HAROLD DAVIS, JR.~~ RGT:mef Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency. It and its contents are not to be distributed outside your agency.

81

FEDERAL BUREAU OF INVESTIGATION

Date August [illegible], 1971

SA [illegible] J. SHAREEK took custody [illegible] JOAN MARY REILLY inside the [illegible] to the [illegible] of St. Paul's [illegible] on the [illegible] side of Market Street between [illegible] and [illegible], Camden, N. J. At the time of arrival [illegible], SA SHAREEK noted the presence of three additional [illegible] in addition to REILLY who were [illegible] [illegible] [illegible], [illegible], and [illegible] [illegible]. SA SHAREEK, upon taking custody of REILLY, advised her of his identity as a Special Agent of the FBI verbally and by a show of credentials. SA SHAREEK also advised her that she was under arrest on the charge of conspiracy. SA SHAREEK preliminarily searched REILLY and found a Social Security Card and a New York driver's license disclosing her identity as JOAN MARY REILLY. SA SHAREEK asked her identity and she responded JOAN MARY REILLY.

REILLY was then taken to the U. S. Post Office Building, Camden, N. J., for processing. SA RICHARD A. MAZZEO joined SA SHAREEK during processing. The following background information was obtained from REILLY:

Name	JOAN MARY REILLY
Address	335 Windsor Avenue, Brightwaters, N. Y.
Sex	Female
Race	White
Date of Birth	April 10, 1951
Place of Birth	Rockville Centre, N. Y.
Height	5'6"
Weight	120 pounds
Build	Slender
Hair	Light brown - long
Eyes	Blue
Scars	"V" shape scar inside left ring finger
Social Security No.	082-38-0042
Occupation	Student entering junior year, Marymount College, Tarrytown, N. Y. (attended since Sept. 1969)

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165 Sub

by SA WILLIAM J. SHAREEK
SA RICHARD A. MAZZEO WJS/lss Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Employment	Part-time (summers) [illegible] Town of Islip Recreation [illegible] (last four years - [illegible])
Father	JOHN [illegible] REILLY, 335 [illegible] Avenue, Brightwaters, N. Y., born August 21, 1919 (?) in New York.
Mother	ROSEMARY REILLY, nee MURPHY, same address, born October 14, 1922 (?) in New York.
Brother	JOHN TIMOTHY REILLY, same address, born April 11, 1956, at Bay Shore, N. Y.
Sisters	1. ROSEMARY ELIZABETH REILLY (no permanent address known), born June 3, 1949, at Rockville Centre, N. Y.
	2. ELIZABETH ANN REILLY, same address as parents, born July 8, 1953, at Rockville Centre, N. Y.
Marital Status	Single
Children	None
Previous Arrests	None admitted
Driver's License	N.Y. #R05321-84952-642733-51
Vehicle	None
Local Address	Did not know specific address and refused to identify owner of residence

A thorough search of REILLY's person was made and the following items were found in REILLY's pockets:

1. One 3" x 5" card with times 11:02 through 11:20 and writing.

2. One 3" x 5" card with writing beginning, "You've got to be taught..."

3. One [illegible]" x 6" card with writing beginning, "I'm going to wash..."

4. One [illegible] x 6" card with writing beginning, "If I [illegible]..."

5. One [illegible]" x 5" card with writing beginning, "[illegible] Syra[illegible]..."

6. One 3" x 5" card with writing beginning, "Hey U..."

7. One torn piece of 3" x 5" card with name CARL POPLAR with writing on back beginning, "Some enchanted...."

8. One torn piece of 3" x 5" card with name "CARL POPLAR with writing in back beginning, "Across a crowded room..."

9. One plastic wallet ID folder containing:

   a. One blank ID card.
   b. One N.Y. driver's license #R05321-84952-642733-51 in name JOAN REILLY, 335 Windsor Avenue, Brightwaters, N. Y.
   c. One Social Security Card #082-38-0042 in name of JOAN MARY REILLY.
   d. One United Airlines 12-21 Club Card #A785203 in name of JOAN REILLY.

Xeroxed copies of the above listed items are attached hereto.

TRUDY A. CROUTHARMEL, FBI employee, strip searched REILLY and nothing of an evidentiary nature was found by CROUTHARMEL. REILLY signed a receipt for the items seized and a copy of this receipt was furnished to REILLY by SA SKARBEK. Each item seized was numbered and dated by SA SKARBEK and SA MAZZEO.

SA SKARBEK handed REILLY an "Interrogation; Advice of Rights Form" to read which she did. SA SKARBEK explained these rights to REILLY. REILLY advised she understood her

80A

rights, declined to execute the waiver portion of the form, and refused to furnish any information or statement related to this matter or any other [illegible] whatever.

REILLY was fingerprinted by SA MICHAEL V. DONOVAN and photographed by SA WILLIAM J. [illegible].

SA [illegible] advised REILLY she was permitted one telephone call and she called CARL D. POPLAR at 428-1813, address 44 Treaty Lane, Haddonfield, N. J.

REILLY was then turned over to the U. S. Marshal, Camden, N. J.

When REILLY attempted to call CARL D. POPLAR at 428-1813, she stated on the telephone, "he doesn't know me, but tell him I'm trying to get in touch with him."

94

5

11:02} 2 West Market
11:05} 3 Greenwood W Grand
11:10} 3 2 West on Cooper
11:15{ 12 S 4th
} 12 W Cooper
11:20} 2 W Cooper
22 W Broadway

#1
WCB
8/22/71

You've got to be taught

year to year

#2
WCB
8/22/71

You've got to be taught from

to hate and fear

I'm going to wash that man right out of my hair

bali hai may call you

I've been in my life going driving from the west down to the east.

do u want
do u want
do u want
do u want
do u want
to dance

remember

you

think ?

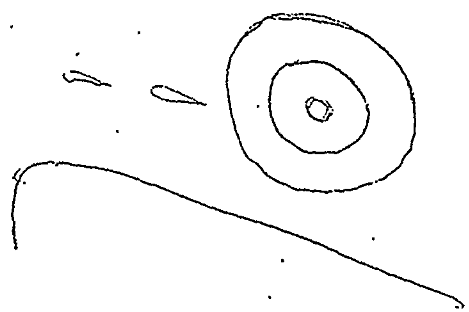
Are you sure
you have this

not this
particular one
but
when it was
out of your
hand
it wasn't
later than you
thought.

Words & words
are all I have
to steal your
heart away

key U,
man killed
janis joplin

#5
WJB
8/22/71



#6
WJB
8/22/71

I think the
missing part
of information
the one that
I've forgot was
to give it to:

Carl Poplin

966-2533 (D)

428-1813 (N)

#7
WGS
8/22/71
[illegible]

Carl Poplar

966-2533 (D)

428-1813 (N)

90

Some enchanted
evening, you
will see a
stranger ...

#50
WJB
8/22/71

Across a crowded room *

Too bad it's not
the South Pacific

NW 88321 DocId:32989529 Page 122

#9a

W98
8/20/71
R/...

Bond Street Ltd

50 EAST 53RD STREET, NEW YORK, N.Y. 10016

MANUFACTURERS OF
STYLED PURSE ACCESSORIES AND LEATHER GOODS

Identification Card

Name
Street
City
I.D. No.

R05321 64952 642733-51	R05321 64952 642733-51
4/30/51 F 5 5 BL	4/30/51 F 5 5 BL
DATE OF BIRTH SEX HT EYES	DATE OF BIRTH SEX HT EYES
CLASS 9/30/73 EXPIRES	CLASS 9/30/73 EXPIRES
OPERATOR LICENSE	OP NOT A LICENSE
REILLY, JOAN	REILLY, JOAN
335 WINDSOR AV	335 WINDSOR AV
BRIGHTWATERS NY	BRIGHTWATERS NY
RESTRICTIONS:	RESTRICTIONS:
Signature Joan Reilly	Signature Joan Reilly
STATE OF NEW YORK DEPARTMENT OF MOTOR VEHICLES	STATE OF NEW YORK DEPARTMENT OF MOTOR VEHICLES
MV-2 (2/72) VOID IF ALTERED EXCEPT FOR CHANGE OF ADDRESS	MV-2 (2/72) VOID IF ALTERED EXCEPT FOR CHANGE OF ADDRESS

PART 1, LICENSE

PART 2, RECORD OF CONVICTIONS FOR RENEWAL, NOT A LICENSE.

092-30-0042

[illegible] Reilly

[illegible]

United Air Lines

12 CLUB

JAN [illegible]

Joan Reilly

Delivered [illegible]
United Air Lines

[illegible] Reilly

YOUTH FARE CARD — A 705203

94

ROSEMARY ELIZABETH REILLY

As previously noted, REILLY was apprehended by Special Agents of the FBI on August 22, 1971, inside the Post Office Building, 401 Market Street, Camden, N. J. On the same date she was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $25,000 good bail. She was released on September 3, 1971, after posting ten per cent cash or security on a $10,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

A search of the fingerprints of ROSEMARY ELIZABETH REILLY has failed to disclose prior arrest data contained in the files of the Identification Division, FBI, Washington, D. C.

FEDERAL BUREAU OF INVESTIGATION

Date 8/2[illegible]/71

At approximately 4:35 a.m., August 22, 1971, the Selective Service space and surrounding area located on the 5th floor, U. S. Post Office, 401 Market Street, Camden, New Jersey, was entered by Special Agents of the Federal Bureau of Investigation. SAS EUGENE S. DERBAUDT and THOMAS E. TIERNEY entered the immediate area and parapet surrounding the Selective Service Office by way of the building fire escape. SAS ROBERT H. WALLER and JOE R. GINGERICH entered the Selective Service Office through the front door, which entered onto the 5th floor corridor.

Upon entrance into this space, SAS DERBAUDT and TIERNEY, WALLER and GINGERICH announced the FBI's presence and instructed everyone to remain as they were until told to do otherwise.

Two individuals who were later identified as ROSEMARY E. REILLY and ROBERT W. WILLIAMSON were observed by SA TIERNEY as they were sitting on the parapet on the north side of the building between the wall surrounding the parapet and an open window of the Selective Service Office. When observed, they were sitting among Selective Service records which had been piled on the parapet. SA TIERNEY placed them under arrest and assisted them in through a window into the Selective Service Office where they were told to lie on the floor. No questions were asked of them except their names.

On 8/22/71 at CAMDEN, NEW JERSEY File # PHILADELPHIA 52-7165 Sub

by SA THOMAS E. TIERNEY/mlb Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date August 23, 1971

At approximately 4:35 a.m., entry was made into the Selective Service Board rooms, Fifth Floor, Federal Courthouse and Post Office, Camden. On entry, seven persons were seen standing in various positions. They were immediately advised that they were under arrest and that they were arrested by Special Agents of the FBI.

These persons were later identified as PETER DONALD FORDI, MICHAEL JOHN GIOCONDO, ROBERT GLEN GOOD, MICHAEL J. DOYLE, ROSEMARY REILLY, KATHLEEN MARY RIDOLFI, and ROBERT W. WILLIAMSON. Each person arrested received a preliminary "pat down" search.

After the search, each person was handcuffed and designated for booking and further processing.

At the time of entry and thereafter, it was noted that cabinets had been ripped open; Selective Service documents removed from these; documents were observed to be strewn and torn on the floor of the Conference Room, in mailbags, on the floor of the main Selective Service Office, and strewn about in the gutter area of the ramparts on three sides of the fifth floor roof.

On 8/22/71 at CAMDEN, NEW JERSEY File # PHILADELPHIA 52-7165 Sub S

SA's W. B. ANDERSON, EUGENE S. DEBBAULT, JOE R. GINGERICH, DAVID A. MILLER, MASON P. SMIT , THOMAS E. TIERNEY, JOSEPH ZILL,

by and ROBERT H. WALLER WBA/bcm/mlb Date dictated

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date 8/24/71

During a preliminary search of ROSEMARY REILLY in the Selective Service Office, Camden, New Jersey, a 3 X 5 card bearing the following information was obtained from her pocket:

Side Number One

IA
IAO
10
II-S
I-Y
IV-B

Also the words "Index Cards", "Ledgers" and the word "out" which was written beside IV-B.

Side Number 2

The name "CARL POPLAR" and the numbers 966-2533 and 428-1813. Also the name "MILO" and the number 966-1386.

The above item is designated #1 and was obtained by SAS PHILIP F. SNODGRASS and THOMAS E. TIERNEY.

At the direction of SA THOMAS E. TIERNEY, Stenographer TRUDY CROUTHARMEL, FBI, Philadelphia, conducted a strip-search of ROSEMARY E. REILLY in Room 426, U. S. Post Office Building, Camden, New Jersey, and obtained the following described item, which is designated #2:

One prescription form bearing the imprinted names of Dr. HARRY BONIER and Dr. W. A. ANDERSON, 602-4 Broadway, Camden, New Jersey. The number 662-2603 was written on the face of this form in ink.

The reverse side of this form bore the name "CARL POPLAR" and the numbers 966-2533 and 428-1813 were written in red on the back of the form.

On 8/22/71 at CAMDEN, NEW JERSEY File # PHILADELPHIA 52-7165 Sub S

by SAS PHILIP F. SNODGRASS and THOMAS E. TIERNEY TET/clb Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

2

At 5:21 a.m., ROSEMARY E. REILLY was orally advised of her rights by SA THOMAS E. TIERNEY in Room 426, U.S. Post Office Building, 401 Market Street, Camden, N.J.

FEDERAL BUREAU OF INVESTIGATION

Date 8/24/71

At 7:48 a.m., ROSEMARY E. REILLY was furnished with a form entitled "Interrogation; Advice of Rights", which she read and refused to sign. REILLY said that she would not [illegible] concerning the incident at the Camden Draft Board without first consulting with an attorney. She did furnish the following descriptive data:

Name	ROSEMARY ELIZABETH REILLY
Date of birth	June 3, 1949
Place of birth	Long Island, New York
Height	5' 7" tall
Weight	145 pounds
Build	Medium to heavy
Hair	Dark brown
Eyes	Blue
Scars and marks	Pock marks on both sides of face
Residence	210 West 107th Street, New York, N. Y.
Occupation	None claimed
Parents	Not willing to furnish this information
Brothers & sisters	Not willing to furnish this information
Spouse	None claimed
Children	None claimed
Previous arrests	None claimed
Driver's license	None claimed
Social Security #	082-38-0044
Local address	Stays locally with MIKE GIOCONDO, Cooper Street, Camden, N. J.
Education	1967-68, Newton College of the Sacred Heart, Newton, Mass. 1968-69, Maryville College of the Sacred Heart, St. Louis, Mo. 1969-70, Marymount College, Manhatten, New York

On 8/22/71 at CAMDEN, NEW JERSEY File # PHILADELPHIA 52-7165 Sub

by SAS THOMAS E. TIERNEY and WILLIAM J. MC MULLIN TET/mlb Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

KATHLEEN MARY RIDOLFI

As previously noted, RIDOLFI was apprehended by Special Agents of the FBI on August 22, 1971, inside the Post Office Building, 401 Market Street, Camden, N. J. On the same date she was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $25,000 good bail. She was released on September 3, 1971, after posting a ten per cent cash or security on a $10,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3,1971.

August 24, 1971

At approximately 4:35 a.m., August 22, 1971, Selective Service space and surrounding area located on the fifth floor, U.S. Post Office, 401 Market Street, Camden, N.J., was entered by Special Agents of the Federal Bureau of Investigation. Special Agents EUGENE S. DEBBAUDT and THOMAS E. TIERNEY entered the immediate area and parapet surrounding the Selective Service Office by way of the building fire escape. Special Agents ROBERT H. WALLER and JOE R. GINGERICH entered the Selective Service Office through the front door, which entered on to the fifth floor corridor.

Upon entrance into this space, Special Agents DEBBAUDT, TIERNEY, WALLER, and GINGERICH announced the FBI's presence and instructed everyone to remain as they were until told to do otherwise.

Special Agents DEBBAUDT and WALLER immediately placed under arrest three individuals that were located within Selective Service space. A male, later identified as ROBERT G. GOOD, was standing in the area of Local Board #9. A female, later identified as KATHLEEN MARY RIDOLFI, was standing next to GOOD. A male, later identified as MICHAEL JOHN GIOCONDO, was in the area of Local Board #7. Special Agents DEBBAUDT and WALLER moved these persons to the center of the Selective Service space and had them lie on the floor. No questions were asked of these persons other than their names, which they refused to furnish.

On 8/22/71 at CAMDEN, N.J. File # NEWARK 52-6817

by SA ROBERT H. WALLER(A)
SA EUGENE S. DEBBAUDT ESD/rav Date dictated 8/24/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Date August 23, 1971

At approximately 4:35 a.m., entry was made into the Selective Service Board rooms, Fifth Floor, Federal Courthouse and Post Office, Camden. On entry, seven persons were seen standing in various positions. They were immediately advised that they were under arrest and that they were arrested by Special Agents of the FBI.

Those persons were later identified as PETER DONALD FORDI, MICHAEL JOHN GIOCONDO, ROBERT GLEN GOOD, MICHAEL J. DOYLE, ROSEMARY REILLY, KATHLEEN MARY RIDOLFI, and ROBERT W. WILLIAMSON. Each person arrested received a preliminary "pat down" search.

After the search, each person was handcuffed and designated for booking and further processing.

At the time of entry and thereafter, it was noted that cabinets had been ripped open; Selective Service documents removed from these; documents were observed to be strewn and torn on the floor of the Conference Room, in mailbags, on the floor of the main Selective Service Office, and strewn about in the gutter area of the ramparts on three sides of the fifth floor roof.

On 8/22/71 at CAMDEN, NEW JERSEY File #PHILADELPHIA 52-7165 Sub S

SA's W. B. ANDERSON, EUGENE S. DeSBAULT, JOE R. GINGERICH, DAVID A. MILLER, MASON P. SMITH, THOMAS E. TIERNEY, JOSEPH ZIEL,

by and ROBERT H. MILLER [illegible]/mlb Date dictated

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Date 8/23/71

KA[illegible] R[illegible] was arrested in the offices of Selective Service Local Boards 7, [illegible], 9, located on the 5th floor of the United [illegible] Post Office (USPO) Building at approximately [illegible] a.m. by Special Agents THOMAS [illegible]. T[illegible] and EUGENE S. D[illegible]. RID[illegible] was handcuffed by SA TI[illegible], and she remained in the custody of SA's DE[illegible] and T[illegible] until approximately 4:55 a.m., at which time she was turned over to the custody of SA PHILIP F. SNODGRASS. At the time she was in the custody of SA's DEBBAUDT and TIER[illegible], she was searched by SA DEBBAUD[illegible], and three articles were removed from her person, including two 3" x 5" cards and one "Flair" pen.

Once she was in the custody of SA SNODGRASS, she was taken to Room #418, in the Post Office Building, and remained there in the custody of SA SNODGRASS. SA SNODGRASS orally advised RIDOLFI of her rights, as they appear on the "Interrogation; Advice of Rights" form. After reading the form to her, she advised that she understood her rights but did not wish to execute the form or furnish any information to SA SNODGRASS regarding her arrest or the circumstances surrounding it.

RIDOLFI remained in the custody of SA SNODGRASS until approximately 5:58 a.m., at which time SA's JAMES R. MOATS and ROBERT C. BLUNT entered Room #418 and replaced SA SNODGRASS for the purpose of interviewing RIDOLFI. She was fully advised of the SA's identities and of their official position and that the interview would concern her arrest in the Selective Service office and the circumstances surrounding it. She was orally advised of her rights as they are set forth on an "Interrogation; Advice of Rights" form by SA MOATS. After reading the form to her, she was offered the form to read, and she indicated that she fully understood her rights but did not wish to sign the form. She further indicated that she did not wish to discuss the matter with the Special Agents.. RIDOLFI remained in the custody of SA's MOATS and BLUNT until approximately 6:15 a.m., when she was taken to the second floor of the Post Office, at which time she was fingerprinted and photographed. After this,

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165

by SA's EUG[illegible] S. DEBBAUDT, THOMAS E. TIERNEY, PHILIP F. SNODGRASS, [illegible] C. [illegible], and [illegible] Date dictated 8/23/7[illegible]

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

she was returned to Room 418 and, there, was strip-searched by Miss [illegible] A. [illegible], Stenographer, Philadelphia Division, [illegible]. RIDOLFI remained in Room 418 in the custody of SA's [illegible] and [illegible] until approximately 12:15 p.m., at which time she was taken to the United States Marshal's (USM) office on the [illegible] floor of the Post Office. During the time she was in the custody of SA's HOATS and BLUNT, she was requested to give handwriting samples to the SA's, after she had been advised of her right to refuse to do so. She advised the SA's that she did not wish to furnish the samples. Also, at various times throughout the morning, RIDOLFI requested to use the rest room and to get a drink of water. All of her requests were complied with, and she was always accompanied by Miss CROUTHAMEL. Also during the morning, at approximately 10:00 a.m., RIDOLFI was permitted to place a phone call, at which time she called her mother, CATHERINE RIDOLFI. This call was made in the presence of SA's HOATS and BLUNT, and, during this call, she requested that her mother contact her attorney and advise him of her arrest.

After RIDOLFI was taken to the USM's Office, at 12:15 p.m., she was given the opportunity to talk with her attorney, as were all of the other subjects. Following this, she was taken to the courtroom on the third floor for a hearing before United States Magistrate CHARLES L. RUDD. After the hearing, her bail was set at $25,000 good bail. She was then removed from the courtroom in the custody of the United States Marshal.

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

KATHLEEN MARY RIDOLFI was arrested inside the offices of Selective Service Local Boards 7, 8, 9, located on the 5th floor of the United States Post Office (USPO) Building, at approximately 4:35 a.m. She was arrested by Special Agents EUGENE S. DEBBAUDT and THOMAS E. [illegible]. After her arrest, she was searched by SA DEBBAUDT, and the following materials were removed from her person:

1. One 3" x 5" white card containing the following writing in black ink:

1-A 1-A-O 1-O II-S 1-Y IV-B	MILO 966-1386 Out

CARL POPLAR
966-2533 Office
428-1813 Home

(This article is marked #1).

2. One torn white card, approximately 3" x 5", containing the names of various articles with numbers listed beside these articles. One side starts with the following:

"1-WT-#1."

The other side begins as follows:

"1-Duct Tape."

On 8/22/71 at Camden, N. J. File # Philadelphia 52-[illegible]

by SA's EUGENE S. DEBBAUDT, PHILIP F. SNODGRASS, ROBERT C. BLUNT, and J[illegible] H. [illegible] Date dictated 8/22/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

All of the writing on this particular card was in black ink.

(This article is marked #2).

3. One "Flair" pen, black in color, with black ink.

(This article is marked #3).

After the above articles were removed from RIDOLFI, they were retained by SA DEBBAUDT until RIDOLFI was turned over to the custody of SA PHILIP F. SNODGRASS, at which time the articles were also turned over to SA SNODGRASS. All of the articles were numbered and then marked by SA DEBBAUDT in the following fashion:

"ESD, Camden, August 22, 1971."

The articles were retained by SA SNODGRASS until RIDOLFI was turned over to the custody of SA's JAMES H. MOATS and ROBERT C. BLUNT, at which time the articles were likewise turned over to their custody.

After the articles were turned over to SA's MOATS and BLUNT, they remained in the custody of both of these Special Agents until the processing of RIDOLFI was completed, at which time they were retained solely in the custody of SA MOATS until August 23, 1971, when they were transported to the Philadelphia FBI Office by SA MOATS.

An inventory of the items removed from RIDOLFI was prepared by SA MOATS. This inventory was shown to RIDOLFI, but she refused to certify what was taken by signing it.

JOHN ROBERT SWINGLISH

As previously noted, SWINGLISH was apprehended by Special Agents of the FBI on August 22, 1971, at 21 North Fourth Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $50,000 good bail. He was released on September 7, 1971, after posting ten per cent cash or security on a $15,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

NW 88321 DocId:32989529 Page 139

FEDERAL BUREAU OF INVESTIGATION

Date 8/24/71

JOHN ROBERT SWINGLISH was arrested at 21 North Fourth Street, Camden, N. J., at 4:39 a.m. He was in the living room at this address. At the time of arrest he identified himself as JOHN SWINGLISH. He was given a quick search, handcuffed, and then taken outside and placed in a Bureau car.

SWINGLISH was orally advised of his rights, that he had the right to remain silent, that anything he said could be used against him in court, that he had the right to talk to a lawyer before questioning, and that if he could not afford a lawyer one would be appointed for him before questioning. He was also advised that if he answered questions he could stop at any time until a lawyer was present. He was also advised of the charges against him.

At this time SWINGLISH stated that he did not want to answer any questions and that the only reason he gave his name was that he had a drivers license with his identification and picture in his pocket.

SWINGLISH was later taken into the Post Office at Camden, N. J., to a room on the third floor. The form titled "Interrogation; Advice of Rights" was read to SWINGLISH and he then read the form. SWINGLISH refused to sign this form. He was also advised of the charges against him.

SWINGLISH was strip searched and then questioned. The only questions he answered were those listed on his drivers license. He did not answer these questions directly but would nod an affirmation or say, "That's what it says on the license."

The only information volunteered by SWINGLISH occurred during the strip search. When he emptied his pockets SWINGLISH stated that after four years in the Navy he still was not used to Navy pants. When questioned about service in the Navy, SWINGLISH said, "I've already talked too much."

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165 SUB

by SAs EDWARD M. COLE and JERRY WAYNE WHEELER EMC/tac Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

The following items were taken from SWINGLISH after a search of his person:

(1) Greyhound bus ticket, number 1 49120676 12 dated "20 Aug. 71" for travel between Washington, D. C., and Philadelphia, Pa.

(2) White lined paper, 4 5/8" x 3 1/16"; on one side "CARL POPLAR
0-966-2533
H-428-1813"
on the other side "966-1386
MILO BILLMAN"

(3) Blank white paper 2 15/16" x 4 15/16" with following writing on one side, "Graphic House, 3307 Conn. Ave. 362-4464" "Courtney Griffin, 2700 Conn. Ave." on the other side in black ink was number 833, in redink the following:
832 8695
832 0045
5512 Conn.
6:30 8:20

(4) Pink slip 4 1/4" x 2 5/8" with following printed on front: "Thank you for using CENTRAL DELIVERY, Driver No. 3037 (in ink); Refer to the above number when verifying deliveries; For pick-up with in the hour 589-8500." On the reverse side in writing was the following: "15.41
50
4.00
$ 19.91"
This was underlined and crossed out with $10.00 beside it. Below this was "EMMAUS."

(5) Pink slip from Central Delivery with printing on front; the same as that previously described except there is no writing after Driver No. On the reverse side is the following:

"JACKIE GUDE (CAXI)
Century Assoc.
7315 Wisconsin
#320
To:
TASI
Gelberg
Pesanelli
(TGP)
ROCHESTER - NORTHRUP FAMILY
(716) 637-6339"

(6) Identification card of MICHAEL L. FAYAD, Attorney at Law. Front of card had following printing: "MIKE, home 546-5443; ADDIE 546-6506, 624-8380" On reverse side in red ink: "Bust Center: 833-9480. In black ink: "MARY HELEN, 546-6506, Mautner, 547 5084, MIKE."

(7) Identification card - "FRED DASBACH, ACSW, Individual, Family, and Group Counseling." On reverse side is following in ink and crossed out in pencil: "Pa.
779-378
DC
DK GR. FD. CUS"
In ink not crossed out - "Defense Comm. - NY
(212) 691-7410
691-7411"

(8) Yellow lined paper torn at top and bottom 8 1/2" by approximately 6 3/8". On one side is the following: "Gros, Charles, 6703 Moly Dr. Falls Ch., Va. 532-0435 (Mc Kenzie)." On the other side "James, Chas. Habel, Phila. (609) or (LOG) 365-8911"

(9) District of Columbia Motor Vehicle Operator's Permit #2701146 issued to SWINGLISH, JOHN ROBERT, 3619 12th Street, N.E., Washington, D. C., 20017

(10) Keychain with four keys

!!!

All of the above that was taken from SWINGLISH was listed on a form. Everything taken was shown to SWINGLISH. He read the receipt, made no comment, and refused to sign the receipt.

SWINGLISH was later turned over to the United States Marshal for his hearing.

The following description of SWINGLISH was obtained from his Washington, D. C., driver's license and from observation by the interviewing agents. He refused to answer any questions concerning his background.

Name	JOHN ROBERT SWINGLISH
Date of birth	March 25, 1944
Height	5'6"
Weight	145 pounds
Build	Medium
Hair	Brown
Eyes	Brown
Residence	3619 12th Street, N. E. Washington, D. C., 20017
Drivers license	District of Columbia, #2701146
Social Security Number	286-38-9577

[illegible]

[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]		
[illegible]	[illegible]	[illegible]	[illegible]	
[illegible]	[illegible]	[illegible]	[illegible]	

[illegible]

[illegible]

SARAH JANE TOSI

As previously noted, TOSI was apprehended by Special Agents of the FBI on August 22, 1971, at 21 North Fourth Street, Camden, N. J. On the same date she was afforded a hearing before U. S. Magistrate CHARLES L. RUDD and was remanded to the custody of the U. S. Marshal in lieu of $5,000 bond. She was released on September 3, 1971, after posting a ten per cent cash for security on a $5,000 bond which had been set or the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

A search of the fingerprints of SARAH JANE TOSI has failed to disclose prior arrest data contained in the files of the Identification Division, FBI, Washington, D. C.

Date August 23, 1971

At approximately 4:35 a.m., the residence at 23 North 4th Street, Camden, N. J.. was entered through the front door, which was open, and numerous other FBI agents were already in the house.

After assisting in conducting a brief search of the house, three individuals were located in the second room on the first floor as you enter the house. These individuals were two white females and one white male who would not identify themselves. They were verbally advised of the agents' identity by show of credentials, and of the charge of conspiracy to destroy government property. They were placed under arrest and were placed against the wall, where they were patted down for possible weapons. SAs PHILIP E. BROWN and KLAUS C. ROHR were specifically requested to observe the patting down for these weapons, and then the pockets of the individuals were emptied and the contents were placed at their feet.

One of the white females, who later identified herself as SARAH JANE TOSI, was handcuffed and taken to the Bureau car to await transportation to the U. S. Post Office in Camden, N. J., for processing. The items which had been taken out of TOSI's pockets were as follows: one one-dollar bill, three quarters, two dimes, one penny, and one mechanical light blue pencil with the following information on the pencil: "Vic's Cafe, 852 Ferry Avenue, Camden, N. J., Phone EM 5-0993."

As TOSI was being placed in the Bureau car, SA J. PATRICK CUNNINGHAM assisted and stayed with TOSI from that time on along with SA ALLAN E. MEYER.

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165-SUB-

by SA ALLAN E. MEYER, PHILIP E. BROWN, J. PATRICK CUNNINGHAM & KLAUS C. ROHR AEM:EMR Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FD-302 (Rev. 4-15-64)

FEDERAL BUREAU OF INVESTIGATION

Date August 23, 1971

A white female who did not have any identifying information on her, identified herself as SARAH JANE TOSI. TOSI was placed in a Bureau car at approximately 4:47 a.m., directly across the street from the residence at 21 North 4th Street, Camden, N. J. When asked her name for the second time, she stated she did not have to make any statement or answer any questions. When she was told that this information was needed for identification purposes, she reconsidered and at approximately 5:11 a.m., she started to give some background information but was most hesitant whenever she gave it, and in some instances would not give the complete information.

The following information was received from observation and interview which took place in the Bureau vehicle and in an unmarked room on the fifth floor of the U. S. Post Office Building located at the intersection of 4th and Market Streets:

Name	SARAH JANE TOSI
Race	White
Sex	Female
Date of birth	November 16, 1951
Place of birth	Teaneck, N. J.
Height	5'1"
Weight	110
Build	Small - well
Hair	Brown
Eyes	Brown
Identification Characteristics	None noticeable - wears round steel rim glasses. Says she does not wear them all the time
Residence	80 Florida Street, Dorchester, Mass. (Boston) Would not give telephone number nor with whom she lives

On 8/22/71 at Camden, N. J. File # Philadelphia 52-7165-SUB-S

by SAs ALLAN E. MEYER
J. PATRICK CUNNINGHAM AEM:EMR Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Occupation	Said-"Never had an occupation, other than searching for freedom"
Father	CHARLES ALEXANDER TOSI, SR. - deceased/[illegible] 160 Blauvelt Avenue, Ho Ho Kus, N. J. Born November 23, 19[illegible], New York City
Mother	BERNADETTE TOSI, nee Beasley, 160 Blauvelt Avenue, Ho Ho Kus, N. J. (would not give telephone number) Born July 30, 1913, Joliet, Ill.
Brother	CHARLES ALEXANDER TOSI, JR., age 31, marr[illegible] (would give no further information)
Sisters	CAROL ANN TOSI ARNAUD, age 32, married (address unknown) MARY ELLEN TOSI, age 26, unmarried (lives with mother)
Marital Status	Single
Children	None
Previous arrests	None admitted to
Driver's license	None admitted to
Vehicle ownership	None admitted to
Selective Service No.	Admitted having one but could not remember number
Military service	None
Local address	Said she had no local address (When asked if she considered 21 North 4th Street, Camden, N. J., her local address, she would not answe[r])
Education	High school graduate. Attended one year at Wellesley College, Wellesley, Mass., school year 1969-1970
Religion	Roman Catholic

TOSI was given an Interrogation; Advice of Rights form which she read and she was also verbally advised of what that rights form meant. She stated she understood what the form said, and her rights, but she did not wish to sign this form, nor would she give any information regarding her arrest or the charges against her.

She was again advised that the basic charge against her was for conspiracy in connection with the destruction of government property. She was photographed, fingerprinted and strip searched by Bureau employee TRUDY A. CROUTHARMEL. She was allowed to rest and walk around in the room where she was being interviewed and she used the women's rest room a few times and obtained drinks of water whenever she requested. She was asked continually if she was all right and if she wanted anything and each time she would either say "no" or "I am fine."

At approximately 10:26 a.m., she was allowed to place a collect call to a person she claimed as being a friend by the name of MARY ANN WOODWARD, area code 617-28[illegible]-[illegible]301, which she stated was in Boston, Mass. TOSI stated that WOODWARD was divorced, and then she spoke to the party on the other end of the line. TOSI told the party that she was under arrest and requested the party to call her mother in care of a Mr. A. W. GEROSA and to call a lawyer, and "I am only being held on a conspiracy charge, no big thing." TOSI advised that A. W. GEROSA was a great-uncle by marriage and lived in East Marion, Long Island, N. Y.

At approximately 12:16 p.m., TOSI was taken to the U. S. Marshal's office and from there was transported to a courtroom and appeared before the U. S. Magistrate, CHARLES L. RUDD. TOSI was held on $5,000 good bail.

Prior to TOSI being taken to the U. S. Marshal's office, she was given a copy of an inventory of items removed from her person which consisted of one dollar, three quarters, two dimes, one penny and one mechanical light blue pencil with the following information on the pencil: "Vic's Cafe, 852 Ferry Avenue, Camden, N. J., Phone EM 5-0993."

TOSI stated that her mother was vacationing with GEROSA and was only there temporarily.

ROBERT WILLIAM WILLIAMSON

As previously noted, WILLIAMSON was apprehended by Special Agents of the FBI on August 22, 1971, inside the Post Office Building, 401 Market Street, Camden, N. J. On the same date he was afforded a hearing before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and was remanded to the custody of the U. S. Marshal in lieu of $25,000 good bail. He was released on September 7, 1971, after posting ten per cent cash or security on a $10,000 bond which had been set by the Third Circuit Court of Appeals, Philadelphia, Pa., on September 3, 1971.

NW 88321 DocId:32989529 Page 150

FEDERAL BUREAU OF INVESTIGATION

Date 8/24/71

At approximately 4:35 a.m., August 22, 1971, the Selective Service space and surrounding area located on the 5th floor, U. S. Post Office, 401 Market Street, Camden, New Jersey, was entered by Special Agents of the Federal Bureau of Investigation. SAS [illegible] S. DEMBAUGH and THOMAS E. TIERNEY entered the immediate area and parapet surrounding the Selective Service Office by way of the building fire escape. SAS ROBERT H. WALLER and JOE R. GINGERICH entered the Selective Service Office through the front door, which entered onto the 5th floor corridor.

Upon entrance into this space, SAS DEMBAUGH and TIERNEY, WALLER and GINGERICH announced the FBI's presence and instructed everyone to remain as they were until told to do otherwise.

Two individuals who were later identified as ROSEMARY E. REILLY and ROBERT W. WILLIAMSON were observed by SA TIERNEY as they were sitting on the parapet on the north side of the building between the wall surrounding the parapet and an open window of the Selective Service Office. When observed, they were sitting among Selective Service records which had been piled on the parapet. SA TIERNEY placed them under arrest and assisted them in through a window into the Selective Service Office where they were told to lie on the floor. No questions were asked of them except their names.

On 8/22/71 at CAMDEN, NEW JERSEY File # PHILADELPHIA 52-7165 Sub

by SA THOMAS E. TIERNEY/mlb Date dictated 8/23/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date August 23, 1971

At approximately 4:35 a.m., entry was made into the Selective Service Board rooms, Fifth Floor, Federal Courthouse and Post Office, Camden. On entry, seven persons were seen standing in various positions. They were immediately advised that they were under arrest and that they were arrested by Special Agents of the FBI.

These persons were later identified as PETER DONALD FORDI, MICHAEL JOHN GIOCONDO, ROBERT GLEN GOOD, MICHAEL J. DOYLE, ROSEMARY REILLY, KATHLEEN MARY RIDOLFI, and ROBERT W. WILLIAMSON. Each person arrested received a preliminary "pat down" search.

After the search, each person was handcuffed and designated for booking and further processing.

At the time of entry and thereafter, it was noted that cabinets had been ripped open; Selective Service documents removed from these; documents were observed to be strewn and torn on the floor of the Conference Room, in mailbags, on the floor of the main Selective Service Office, and strewn about in the gutter area of the ramparts on three sides of the fifth floor roof.

On 8/22/71 at CAMDEN, NEW JERSEY File # PHILADELPHIA 52-[illegible]
SAs W. B. ANDERSON, EUGENE S. DEBBAULT, JOE R. GINGERICH,
DAVID A. MILLER, MASON P. SMITH, THOMAS E. TIERNEY, JOSEPH ZIL[illegible],
by and ROBERT H. PALMER [illegible]/[illegible]/alb Date dictated

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date 8/23/71

[illegible] 5:55 a.m. [illegible] N.J., [illegible] to [illegible] [illegible] rights as shown on [illegible] form to WILLIAMSON for [illegible]. [illegible] indicated he had already read this [illegible] presented it earlier by SA [illegible]. He indicated that he did not desire to sign it and wanted to talk to a lawyer.

Agents conducted a strip search of WILLIAMSON, at which time three items of evidence were taken, which were as follows:

1. One pair of brown cotton work gloves.

2. One green Army fatigue shirt with the name DURHAM on the shirt flap.

3. One 3 by 5" card bearing a written number 966 1386.

After the search, WILLIAMSON executed a certification that Agents had taken the items described above.

WILLIAMSON was subsequently fingerprinted and photographed and furnished handwriting samples. The following description was obtained of WILLIAMSON through interview and observation during the course of the strip search. He refused to furnish any additional descriptive data, including address, employment, relatives, previous arrests, and any other personal data until such time as he was able to confer with his attorney:

Name	ROBERT WILLIAMSON
Alias	Robert William Williamson (Confirmation name)

On 8/22/71 at Camden, N.J. File # Philadelphia 52-7165-Sub S

by SA DAG SOHLBERG and SA HAROLD L. [illegible], JR. HLS/Jer Date dictated 8/23/71

[illegible] contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; [illegible] contents are not to be distributed outside your agency.

Date of Birth	August 16, 1949
Height	5' 7"
Weight	110 lbs.
Build	Thin
Hair	Brown, long
Eyes	Blue
Identifying Characteristics	Acne-type scars on face, boils and other skin lesions all about the body.

FEDERAL BUREAU OF INVESTIGATION
WASHINGTON, D.C. 20537

The following FBI record, NUMBER 5P1 616 G, is furnished FOR OFFICIAL USE ONLY. Information shown on this Identification Record represents data furnished FBI by fingerprint contributors. WHERE FINAL DISPOSITION IS NOT SHOWN OR FURTHER EXPLANATION OF CHARGE IS DESIRED, COMMUNICATE WITH AGENCY CONTRIBUTING THOSE FINGERPRINTS.

CONTRIBUTOR OF FINGERPRINTS	NAME AND NUMBER	ARRESTED OR RECEIVED	CHARGE	DISPOSITION
Warminster Twp Pol Warminster Pa	Robert William Williamson #3191	7-1-68	viol of Twp Ordinance #125 Soliciting with out permit	Guilty [illegible] Fine : Cost
Horsham Twp PD Horsham Pa	Robert Williamson #68-1747	7-18-68	Soliciting with out a permit	$25 F & $9 Costs
PD Phila Pa	Robert W. Williams #137020	3-20-70	Res Arr St Br of Peace	$10 and C
FBI Newark NJ	Robert William Williamson #---	8-22-71	Conspiracy	

Notations indicated by * are NOT based on fingerprints in FBI files but are listed only as investigative leads as being possibly identical with subject of this record.

John Edgar Hoover
Director

Section 43

FD-263 (Rev. 12-19-67)

FEDERAL BUREAU OF INVESTIGATION

REPORTING OFFICE	OFFICE OF ORIGIN	DATE	INVESTIGATIVE PERIOD	
PHILADELPHIA	PHILADELPHIA	9/1/71	8/27 - 30/71	
TITLE OF CASE		REPORT MADE BY		TYPED BY
CHANGED		ELMER E. SUSSMAN		mlb

TITLE OF CASE
CHANGED
CAMDEN ACTION:
JAYMA ANN ABDOO, aka "Janette";
Dr. WILLIAM ALBERT JOSEPH ANDERSON;
Reverend MILO MARION BILLMAN;
TERRY EDWARD BUCKALEW;
DALE S. CUNNINGHAM;
PAUL BERNARD COUMING;
~~EUGENE F. DIXON;~~
Father MICHAEL J. DOYLE;
ANN GRANT DUNHAM; Father PETER DONALD FORDI;
KEITH WILLIAM FORSYTH; MICHAEL JOHN GIOCONDO;
ROBERT GLENN GOOD; JOHN PETER GRADY;
MARGARET MARY INNESS; FRANCIS MEL MADDEN;
Reverend EDWARD J. MC GOWAN - FUGITIVE; LIANNE MARIE MOCCIA;
Reverend EDWARD J. MURPHY; BARRY JAMES MUSI;
FRANK POMMERSHEIM; JOAN MARY REILLY; ROSEMARY REILLY;
ANITA L. RICCI - FUGITIVE; KATHLEEN MARY RIDOLFI;
MARTHA SHEMELEY; JOHN ROBERT SWINGLISH;
SARAH JANE TOSI; ROBERT WILLIAM WILLIAMSON

CHARACTER OF CASE
CGR - BURGLARY; TGP; DGP; MUTILATIO[N] OF PUBLIC RECORDS; INTERFERENCE WIT[H] THE ADMINISTRATION OF SELECTIVE SERVICE ACT OF 1967; CONSPIRACY; ASSAULTING FEDERAL OFFICER; ~~OBSTRUCTION OF JUSTICE~~

9-2-71

Title of this case has been marked changed to include the name of subject DALE S. CUNNINGHAM, who was arrested on 8/27/71, and charged with assaulting a Federal officer and obstruction of justice. On 8/30/71, CUNNINGHAM appeared in U.S. District Court with other subjects in this case at a bail reduction hearing.

ACCOMPLISHMENTS CLAIMED ☐ NONE						ACQUITTALS	CASE HAS BEEN:
CONVIC.	AUTO.	FUG.	FINES	SAVINGS	RECOVERIES		PENDING OVER ONE YEAR ☐YES ☐NO
		1					PENDING PROSECUTION OVER SIX MONTHS ☐YES ☐NO

APPROVED RKM SPECIAL AGENT IN CHARGE

DO NOT WRITE IN SPACES BELOW

COPIES MADE:
6 - Bureau
(5) - 52-94527
1 - Departmental Attorney GUY GOODWIN
2 - Newark (52-6817)
1 - 89-
5 - Philadelphia (52-7165 Sub S)
1 - 89-118

2622 REC-66

13 SEP 2 1971

EX-102

Dissemination Record of Attached Report	
Agency	1-AAG; ISD
Request Recd.	Attn: Guy Goodwin
Date Fwd.	1-TIC (m) 5714
How Fwd.	CB/lfa
By	9-10-71

Notations

FUG. SUP.

55 OCT 13 1971

COVER PAGE

U.S. GOVERNMENT PRINTING OFFICE . 1970 O—375-139

REFERENCE

Report of SA ELMER E. SUSSMAN dated 8/31/71, at Philadelphia.

- P -

ADMINISTRATIVE DATA

Per instructions of SAC ROY K. MOORE, the name of DALE S. CUNNINGHAM has been included in the title of this case inasmuch as he appeared in the U. S. District Court, Camden, N. J., with other subjects in this case on 8/30/71, at a bail reduction hearing.

Newark is office of origin in the 89- case concerning DALE S. CUNNINGHAM and will follow prosecution on those charges.

NW 88321 DocId:32989529 Page 158

FD-204 (Rev. 3-3-59)

UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

Copy to: 1 - Departmental Attorney GUY GOODWIN

Report of: ELMER E. SUSSMAN
Date: SEPTEMBER 1, 1971
Office: PHILADELPHIA, PENNSYLVANIA

Field Office File #: 52-7165 Sub S
Bureau File #: 52-94527

Title: CAMDEN ACTION: JAYMA ANN ABDOO; DR. WILLIAM ALBERT JOSEPH ANDERSON; REVEREND MILO MARION BILLMAN; TERRY EDWARD BUCKALEW; DALE S. CUNNINGHAM; PAUL BERNARD COUMING; EUGENE F. DIXON; FATHER MICHAEL J. DOYLE; ANN GRANT DUNHAM; FATHER PETER DONALD FORDI; DEITH WILLIAM FORSYTH; MICHAEL JOHN GIOCONDO; ROBERT GLENN GOOD; JOHN PETER GRADY; MARGARET MARY INNESS; FRANCIS MEL MADDEN; REVEREND EDWARD J. MC GOWAN; LIANNE MARIE MOCCIA; REVEREND EDWARD J. MURPHY; BARRY JAMES MUSI; FRANK POMMERSHEIM; JOAN MARY REILLY; ROSEMARY REILLY; ANITA L. RICCI; KATHLEEN MARY RIDOLFI; MARTHA SHEMELEY; JOHN ROBERT SWINGLISH; SARAH JANE TOSI; ROBERT WILLIAM WILLIAMSON

Character: CRIME ON A GOVERNMENT RESERVATION; THEFT OF GOVERNMENT PROPERTY; DESTRUCTION OF GOVERNMENT PROPERTY; MUTILATION OF PUBLIC RECORDS; INTERFERENCE WITH THE ADMINISTRATION OF SELECTIVE SERVICE ACT OF 1967; CONSPIRACY; ASSAULTING FEDERAL OFFICER; OBSTRUCTION OF JUSTICE

Synopsis: SA ROBERT H. WALLER assaulted by DALE S. CUNNINGHAM on 8/27/71, while performing official duty. CUNNINGHAM arrested that date and authorized complaint and warrant filed charging CUNNINGHAM with violation Title 18, U. S. Code, Sections 111 and 1505. CUNNINGHAM arraigned U. S. Magistrate, Camden, N. J., 8/27/71, and held in lieu of $50,000 bond. Bail reduced to $10,000 on 8/30/71, by U. S. District Judge, Camden, N. J. CUNNINGHAM failed to make bond and was remanded into the custody of the U. S. Marshal.

\- P -

DETAILS:

On August 27, 1971, Special Agents of the FBI went to 126 North 4th Street, Camden, N. J., identified themselves to the occupant DALE S. CUNNINGHAM, advised him that reliable information indicated that Reverend EDWARD J. MC GOWAN, a Federal

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

fugitive, was on the premises and requested admission. CUNNINGHAM refused Special Agents entrance and blocked the doorway. While blocking the doorway, CUNNINGHAM struck SA ROBERT H. WALLER in the left side of the face with his elbow and then pushed his hand into the face of SA WALLER. CUNNINGHAM continued to block the doorway and continued his assault on SA WALLER.

CUNNINGHAM was subdued, placed under arrest and advised that he was being charged with assaulting a Federal officer and obstruction of justice.

On August 27, 1971, a complaint and warrant was authorized by Assistant U. S. Attorney D. WILLIAM RUBIN, Camden, N. J., charging CUNNINGHAM with violation of Title 18, U. S. Code, Sections 111 and 1505. Recommended bond was $50,000.

On August 27, 1971, CUNNINGHAM was arraigned before U. S. Magistrate CHARLES L. RUDD, Camden, N. J., and held in lieu of $50,000 bond.

On August 30, 1971, CUNNINGHAM appeared with other subjects in this case before U. S. District Judge MITCHELL H. COHEN, Camden, N. J., at a bail reduction hearing. Bail for CUNNINGHAM was reduced to $10,000. CUNNINGHAM failed to make bond and was remanded into the custody of the U. S. Marshal, Camden, N. J.

NW 88321 DocId:32989529 Page 160

Section 45

FD-263 (Rev. 12-19-67)

FEDERAL BUREAU OF INVESTIGATION

REPORTING OFFICE	OFFICE OF ORIGIN	DATE	INVESTIGATIVE PERIOD	
NEW YORK	PHILADELPHIA	9/15/71	8/27/71 - 9/12/71	
TITLE OF CASE		REPORT MADE BY		TYPED
REVEREND EDWARD J. MC GOWAN, S. J., aka Ed McGowan - FUGITIVE		ROBERT P. SADOWSKI		slr
		CHARACTER OF CASE: CGR - BREAKING AND ENTERING; DGP; TGP; REMOVAL AND MUTILATION OF PUBLIC RECORDS; UNLAWFUL INTERFERENCE WITH THE ADMINISTRATION OF THE MILITARY SERVICE ACT OF 1967; CONSPIRACY (MEDBURG-CAMDEN ACTION)		

REFERENCE

PH telephone call to NY, 8/27/71.

\- P -

ADMINISTRATIVE

This report is being submitted under the Medburg-Camden Action caption, Bufile 52-94527, Philadelphia 52-7165, inasmuch as the character relates to alleged criminal activity of subject in that matter. Philadelphia is, therefore, carried as Office of Origin (OO) re this individual with respect to the Medburg-Camden Action, inasmuch as Philadelphia is in a position to more readily furnish complete information in the pre- and post-indictment areas relating to this investigation.

a

EX-110

ACCOMPLISHMENTS CLAIMED					☐ NONE	ACQUITTALS	CASE HAS BEEN:
CONVIC.	AUTO.	FUG.	FINES	SAVINGS	RECOVERIES		PENDING OVER ONE YEAR ☐YES ☒NO
		1-NY					PENDING PROSECUTION OVER SIX MONTHS ☐YES ☒NO

APPROVED JFM — SPECIAL AGENT IN CHARGE

DO NOT WRITE IN SPACES BELOW

COPIES MADE:

8 - Bureau (52-94527)
(3 - 100-)(MC GOWAN)
1 - USA, SDNY
3 - Newark
7 - Philadelphia (52-7165)
(2 - 100-)(EDWARD J. MC GOWAN)
4 - New York (52-10018)(SUB G)
(2 - 100-171190)(MC GOWAN)

52-94527 - 2693

REC-106

10 SEP 20 1971

Dissemination Record of Attached Report	
Agency	2-TIC Rm 5714
Request Recd.	1-AAG, ISD, Attn: Guidance
Date Fwd.	CBjaffa
How Fwd.	9-21-71
By	376

Notations

FUG. SUP. SEX. STAT. SECT.

54 OCT 21 1971

COVER PAGE

GPO : 1968 O 299-

NY 52-10018

ADMINISTRATIVE (cont'd)

Additional copies are being furnished PH and NK for dissemination to appropriate United States Attorney(s).

Major case fingerprints have been furnished the Identification Division by separate communication, as well as current arrest photographs. Photographs have also been furnished Philadelphia via the same communication.

LEAD

PHILADELPHIA

AT PHILADELPHIA, PENNSYLVANIA. Will follow and report results of prosecution action relating to this matter, furnishing copies to both NYO 52-10018 Sub G and 100-171190 files.

NW 88321 DocId:32989529 Page 163

FD-204 (Rev 3-3-59)

UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

Copy to: 1 - USA, SDNY (ATTN: AUSA BLAINE MICHAEL)

Report of: ROBERT P. SADOWSKI Office: New York, New York
Date: 9/15/71

Field Office File #: 52-10018 Bureau File #: 52-94527

Title: REVEREND EDWARD J. MC GOWAN, SOCIETY OF JESUS

Character: CRIME ON A GOVERNMENT RESEVATION - BREAKING AND ENTERING; DESTRUCTION OF GOVERNMENT PROPERTY, REMOVAL AND MUTILATION OF PUBLIC RECORDS, THEFT OF GOVERNMENT PROPERTY, UNLAWFUL INTERFERENCE WITH THE ADMINISTARION OF THE MILITARY SERVICE ACT OF 1967; CONSPIRACY

Synopsis: Subject indicated by FGJ, Camden, NJ, for conspiracy relating to CGR - Band E; DGP, TGP, Removal and Mutilation of Public Records & Unlawful Interference with the Administration of the Military Service Act of 1967. Bench warrant issued. Subject, WMA; born 5/7/35 at NYC, NY; 6'; 180 lbs.; reddish-brown hair; blue eyes; placed under arrest 9/8/71 in NYC, by SAs of the FBI without incident. At a hearing same date, subject released in his own recognizance. Description set forth.

\- P -

Fing. orgliet recorded on Serial #2587 (?)

DETAILS

Investigation in this matter was predicated upon receipt of a telephone call from the Philadelphia, Pennsylvania, Division of the Federal Bureau of Investigation (FBI) on August 27, 1971, which advised in part that subject was indicted by a Federal Grand Jury in Camden, New Jersey, that same date for Conspiracy relating to: Crime on a Government Reservation - Breaking and Entering, Destruction of Government Property (DGP), Theft of Government Property (TGP), Removal and Mutilation of Public Records and Unlawful Interference with the Administration of the Military Service Act of 1967. It was also advised that a bench warrant had been issued for his arrest and subject was classified in a fugitive status.

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

U. S. GOVERNMENT PRINTING OFFICE: 1970 O - 406

On September 8, 1971, EDWARD J. MC GOWAN was placed under arrest in the lobby of 201 East 69th Street by Special Agents (SAS) of the FBI without incident.

NW 88321 DocId:32989529 Page 165

FEDERAL BUREAU OF INVESTIGATION

Date 9/15/71

EDWARD J. MC GOWAN, 220 West 98th Street, New York City (NYC), New York, who identified himself as a Roman Catholic priest in the Society of Jesus, was advised of the identities of ROBERT P. SADOWSKI and ROGER J. CORKE as Special Agents (SAS) of the Federal Bureau of Investigation (FBI) by SA SADOWSKI in the lobby of 201 East 69th Street, NYC, in the presence of MARTIN R. STOLAR, who had introduced himself to SAS CORKE and SADOWSKI as the attorney representing MC GOWAN. MC GOWAN was then placed under arrest by SA SADOWSKI, who advised MC GOWAN of his rights as they appear on the "Interrogation; Advice of Rights" form. SA SADOWSKI then advised MC GOWAN of the charges against him, Conspiracy, relative to the following: Crime on a Government Reservation-Breaking and Entering; Theft of Government Property; Destruction of Government Property; Removal and Mutilation of Public Records and Unlawful Interference with the Military Service Act of 1967.

MC GOWAN was then furnished a copy of the "Interrogation; Advice of Rights" form and also a copy of the "Voluntary Appearance; Advice of Rights-Your Rights" form, which he read. A copy of each was also furnished his attorney simultaneously. MC GOWAN read both and answered "No" when asked the following three questions by SA SADOWSKI: 1) "Do you care to sign either or both of these forms? 2) Would you care to initial either of them? 3) Do you have any statement to make?". MC GOWAN then returned the forms to SA SADOWSKI, who gave MC GOWAN a second set for his (MC GOWAN's) retention.

The following description was obtained:

Name	EDWARD J. MC GOWAN
Alias	Ed McGowan
Race	White
Sex	Male
Date of Birth	May 7, 1935
Place of Birth	New York, New York
Height	Six feet
Weight	180 pounds
Hair	Reddish-brown

On 9/8/71 at New York City, NY File # NY 52-10018

by SAS ROGER J. CORKE and ROBERT P. SADOWSKI:sln Date dictated 9/10/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Eyes	Blue
Complexion	Light
Characteristics	Thick side burns, hair to nape of neck in back; wears glasses
Address	220 West 98th Street New York City
Occupation	Roman Catholic Priest in Society of Jesus
Former Address	3058 Godwin Terrace Bronx, New York
Social Security Number	089-28-6139
New York Operator Permit Number	MO 3248-67486-963292
Board of Elections Card	Number 1571292 Dated October 15, 1968 New York County address at time: 537 West 121st Street Apartment 4, New York City

On September 8, 1971, MC GOWAN was given a hearing before United States Magistrate GREGORY J. POTTER, United States Courthouse, New York City, New York. Mr. STOLAR, MC GOWAN's attorney, advised the Magistrate that MC GOWAN was indeed the same person named in the indictment (supra) and waived any right to any possible identity hearing. MC GOWAN was released in his own recognizance, with the provision that he appear in Camden, New Jersey, for arraignment on the date set for such arraignment.

NW 88321 DocId:32989529 Page 168

Section 46

FD-204 (Rev. 3-3-67)

FEDERAL BUREAU OF INVESTIGATION

REPORTING OFFICE	OFFICE OF ORIGIN	DATE	INVESTIGATIVE PERIOD
NEWARK	PHILADELPHIA	9/2/71	8/27/71 - 8/30/71

TITLE OF CASE	REPORT MADE BY	TYPED BY
DALE SPEERS CUNNINGHAM; SA ROBERT H. WALLER - VICTIM	ROBERT H. WALLER (A)	ml
	CHARACTER OF CASE: AFO and OOJ	

REFERENCE: Philadelphia teletype to Bureau, dated 8/27/71, entitled "MEDBURG - CAMDEN ACTION".

-P-

LEADS

NEW YORK

AT NEW YORK, NEW YORK:

1. Furnish Newark results of credit and arrest record regarding subject, formerly of 420 Riverside Drive.

2. Submit FD-302 regarding information concerning whereabouts of Rev. EDWARD J. MC GOWAN, on date

ACCOMPLISHMENTS CLAIMED						ACQUIT-TALS	CASE HAS BEEN:
CONVIC.	AUTO.	FUG.	FINES	SAVINGS	RECOVERIES		PENDING OVER ONE YEAR [ ] YES [ ] NO
							PENDING PROSECUTION OVER SIX MONTHS [ ] YES [ ] NO

APPROVED — SPECIAL AGENT IN CHARGE

DO NOT WRITE IN SPACES BELOW

COPIES MADE:
7-Bureau
(5-52-94527)
1-USA, Newark
3-New York
(1-52-10018)
4-Philadelphia (89-118)
(2-52-7165-Sub 5)
3-Newark (89-56)
(1-52-6817)

NOT RECORDED
42 SEP 8 1971

Dissemination Record of Attached Report

Agency				
Request Recd.				
Date Fwd.				
How Fwd.				
By				

Notations

of assault, 8/27/71.

PHILADELPHIA

AT PHILADELPHIA, PENNSYLVANIA:

1. Conduct credit and arrest check regarding subject.

2. Furnish background and dispositions regarding subject's arrest under Philadelphia PD # 404493.

NEWARK

AT CAMDEN, NEW JERSEY: Will follow prosecutive action, USDC.

NW 88321 DocId:32989529 Page 171

UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

Copy to: 1-USA, Newark

Report of: ROBERT H. WALLER (A) Office: Newark, New Jersey
Date: September 2, 1971

Field Office File #: 89-56 Bureau File #:

Title: DALE SPEERS CUNNINGHAM;
SPECIAL AGENT ROBERT H. WALLER - VICTIM

Character: ASSAULT ON A FEDERAL OFFICER AND OBSTRUCTION OF JUSTICE

Synopsis: DALE SPEERS CUNNINGHAM, FBI # 49-200-G, arrested by Bureau Agents, Camden, NJ, 8/27/71. CUNNINGHAM charged in complaint authorized by AUSA D. WILLIAM SUBIN and filed before US Magistrate CHARLES L. RUDD, Camden, NJ, with violation of Title 18, USC, Sections 11, 1505. CUNNINGHAM afforded hearing before US Magistrate and remanded to custody of USM, Camden, NJ, in lieu of $50,000 bail. CUNNINGHAM appeared before US District Judge MITCHELL H. COHEN, Camden, NJ, 8/30/71, bail reduced to $10,000 and remanded to custody of US Marshal. FBI record reflects previous arrest at Philadelphia, Pa. 5/29/67 for Resisting Arrest - Disorderly Conduct.

-P-

DETAILS:

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

FEDERAL BUREAU OF INVESTIGATION

Date of transcription 9/2/71

On August 27, 1971, Special Agents MARTIN J. GASS, THOMAS E. TIERNEY and ROBERT H. WALLER went to the residence of 130 North 4th Street, Camden, New Jersey, in an effort to locate and apprehend Reverend EDWARD J. MC GOWAN, a federal fugitive. Information had been received that he was at the address of DALE S. CUNNINGHAM.

Special Agents (SAS) WALLER and TIERNEY went to the front of the residence and SA GASS went to the rear door.

In the act of going up the steps to the front door, which was open, a house number was not observed, Miss LIANNE MOCCIA, who had been arrested in the act of destroying Draft Board records in Camden, New Jersey, on August 22, 1971, was observed at the front entrance and when she saw the approaching agents, she ran quickly inside.

A white male, later identified as DALE S. CUNNINGHAM, met SAS TIERNEY and WALLER on the front steps and foyer.

SA WALLER identified himself and SA TIERNEY and explained the reason for their presence, namely, the existence of an arrest warrant for EDWARD J. MC GOWAN and there was information that MC GOWAN either was at this residence or had been there a short time ago, and would he produce MC GOWAN or permit a search of this property in order to locate MC GOWAN.

CUNNINGHAM became outraged and stated that no one was going to search this property and refused to confirm or deny the presence of MC GOWAN. The agents left the premises.

SA WALLER then telephonically verified that MC GOWAN was definitely believed to be at CUNNINGHAM's residence.

SA WALLER again proceeded to the CUNNINGHAM residence, 130 North 4th Street, Camden, New Jersey, with the following SAS:

ALBERT W. CARROLL	DON G. OWENS
EUGENE S. DEBBAUDT	THOMAS E. TIERNEY
MARTIN J. GASS	

Interviewed on 8/27/71 at Camden, New Jersey File # NEWARK 89-56

by SAS ALBERT W. CARROLL; EUGENE S. DEBBAUDT; MARTIN J. GASS; DON G. OWENS; THOMAS E. TIERNEY; and ~~ROBERT H. WALLER (A) RHW/mlc~~ Date dictated 9/2/71

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

Upon arrival, CUNNINGHAM was again in the foyer, as if expecting someone. SA WALLER again identified himself by displaying his credentials again, and identified the other men as SAS of the Federal Bureau of Investigation (FBI).

CUNNINGHAM was advised that the information that MC GOWAN was at this residence was considered reliable and that the agents would like to search the residence. At this point CUNNINGHAM said, "No, you are not going to search my house", and proceeded to lash out at SA WALLER with his left forearm and elbow, striking SA WALLER in the left jaw. He then placed his open right hand on SA WALLER's face and struck out at SA WALLER with his hands and arms. With his left arm, he grabbed SA WALLER around the neck and lifted up.

With the help of SAS DEBBAUDT, OWENS, and TIERNEY, with SAS CARROLL and GASS attempting to get into the small foyer area, CUNNINGHAM was subdued and placed under arrest, being so advised by SAS OWENS and WALLER.

CUNNINGHAM was taken to the Camden, New Jersey, Office of the FBI by SAS DEBBAUDT and OWENS.

SAS CARROLL, GASS, TIERNEY and WALLER searched the premises at 130 North 4th Street, Camden, New Jersey, but MC GOWAN was not located on these premises.

At this residence were also two other males, LIANNE MOCCIA and two other females, all of whom refused to identify themselves except PHILIP TRACY.

TRACY stated to SAS WALLER and CARROLL that he was employed by the Village Voice, 80 Union Place, New York City. New York, telephone number 212-WA 4-4669. TRACY also volunteered that he could not understand nor explain why CUNNINGHAM had become so violent and acted the way he did in view of the gentlemanly conduct of agents and if he had been in charge here, this would not have hapened, since CUNNINGHAM's actions were unnecessary and unreasonable.

NW 88321 DocId:32989529 Page 174

FD-302 (REV. 11-27-70)

FEDERAL BUREAU OF INVESTIGATION

1

Date of transcription 9/2/71

DALE S. CUNNINGHAM, 130 North 4th Street, Camden, New Jersey, after being arrested by Special Agents of the Federal Bureau of Investigation (FBI), was brought to the Camden, New Jersey, Resident Agency, for processing and interview by Special Agents EUGENE S. DEBBAUDT and DON G. OWENS. He was immediately shown the "Interrogation; Advice of Rights" form by Special Agent DEBBAUDT, which he read, advised he understood, but refused to sign. He would provide no information relating to his arrest. He would not provide any personal data.

The following description was obtained from observation:

Sex	Male
Race	White
Eyes	Brown
Hair	Dark brown, balding
Height	Approximately 6'1"
Weight	Approximately 200
Scars and Marks	None noted
Characteristics	Wears glasses

Interviewed on 8/27/71 at Camden, New Jersey File # NEWARK 89-56

by SAS DON G. OWENS and EUGENE S. DEBBAUDT Date dictated 8/31/71

DGO/mlc

This document contains neither recommendations nor conclusions of the FBI. It is the property of the FBI and is loaned to your agency; it and its contents are not to be distributed outside your agency.

On August 27, 1971, Assistant United States Attorney D. WILLIAM SUBIN, Camden, New Jersey, authorized the issuance of a complaint, charging DALE S. CUNNINGHAM with violation of Title 18, United States Code, Sections 111 and 1505, in that he did forcibly assault, resist, oppose, impede and interfere with Special Agent ROBERT H. WALLER of the Federal Bureau of Investigation (FBI), a person designated in Title 18, Section 1114, while the said Special Agent was engaged in the proformance of his official duties. Mr. SUBIN recommended $50,000 bail.

On August 27, 1971, Special Agent (SA) ROBERT H. WALLER filed a complaint with United States Magistrate CHARLES L. RUDD, Camden, New Jersey, charging DALE S. CUNNINGHAM with violation Title 18, United States Code, Sections 111 and 1505.

On August 27, 1971, CUNNINGHAM appeared before United States Magistrate CHARLES L. RUDD, Camden, New Jersey, and was remanded to the custody of the United States Marshal in lieu of $50,000 bail.

On August 30, 1971, CUNNINGHAM appeared before United States District Judge MITCHELL H. COHEN, United States District Court, Camden, New Jersey, wherein his bail was reduced to $10,000 and he was again remanded to the custody of the United States Marshal.

On August 30, 1971, Deputy United States Marshal THOMAS HARKINS, Camden, New Jersey, advised that their records reflect the following:

Name	DALE SPEERS CUNNINGHAM
Address	130 North 4th Street Camden, New Jersey
Race	White
Sex	Male
Date of Birth	May 27, 1932 Elmira, New York

NW 88321 DocId:32989529 Page 176

Height	6'
Weight	190 pounds
Eyes	Brown
Hair	Brown
Former Employment	Professor, Rutgers University New Jersey
Current Employment	Translator - Spanish, French, Italian

Set forth below is an FBI Identification Record for DALE CUNNINGHAM, FBI number 49 200 G:

NW 88321 DocId:32989529 Page 177

UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION
WASHINGTON, D.C. 20537

J. Edgar Hoover
Director.
[illegible] 29 1971

1 The following FBI record, NUMBER 49 200 G, is furnished FOR OFFICIAL USE ONLY.

CONTRIBUTOR OF FINGERPRINTS	NAME AND NUMBER	ARRESTED OR RECEIVED	CHARGE	DISPOSITION
PD Phila Pa	Dale Cunningham #404493	3-24-67	intox chauffeur	
PD Phila Pa	Dale Cunningham #404493	5-29-67	resist arrest DC	
PD Phila Pa	Dale Cunningham #404493	2-8-69	Oper on Rev License	

-7*-

Information shown on this Identification Record represents data furnished FBI by fingerprint contributors. Where final disposition is not shown or further explanation of charge is desired, communicate with agency contributing those fingerprints.

Notations indicated by * are NOT based on fingerprints in FBI files but are listed only as investigative leads ... identical with subject of this record.

APRIL 27, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 215

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 3 and 4

Part I

Section 4 - Pages 13 and 14

Section 6 - Pages 1 and 2

Section 8 - Page 1
Pages 3 and 4 (Page 3a deleted)

Section 12 - Pages 9 and 10

Section 15 - Pages 1 and 2
Pages 3 and 4 (Page 4a deleted)
Pages 5 and 6
Pages 7 and 8
Pages 9 and 10

Part II

Section 1 - Pages 9a and 10

Section 3 - Pages 7b and 8
Page 20a
Pages 29 and 30

Section 4 - Pages 2a and 2b
Pages 57a and 58
Pages 59 and 60
Pages 65 and 66

Section 6 - Pages 3b and 4

Section 7 - Pages 5 and 6

Section 8 - Pages 1 and 1a
Pages 4c and 4d
Pages 5 and 6

Section 9 - Pages 3 and 4
Pages 7 and 8
Pages 9 and 10
Pages 11 and 12

Index

Pages 3 and 4
Pages 9 and 10
Pages 11 and 12

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 180

[2. Identification orders, wanted flyers, and check circulars
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and
[check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.

a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on list.

(1) Quality of assistance addressee is in a position to give

(2) Cooperation which has been afforded

(3) Following must appear on list:

Alcohol, Tobacco and Firearms Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) Following may appear on list:

Automobile Clubs
Banks
Car Rental Agencies
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 181

MAY 28, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 216

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 14 - Page ~~17~~

Part II

Section 1 - Pages ~~7 and 8~~

Section 4 - Pages ~~13 and 14~~
Page ~~15~~
Pages ~~29 and 30~~
Pages ~~33 and 34~~
Pages ~~51 and 52~~

Section 5 - Pages ~~11 and 12~~

Section 6 - Pages ~~7 and 8~~

Section 7 - Pages ~~3 and 4~~
Pages ~~5 and 6~~

Section 8 - Pages ~~1 and 1a~~

Section 9 - Pages ~~17 and 18~~

Index

Pages ~~17 and 18~~
Pages ~~25 and 26~~ (Page 24a deleted)
Page ~~26a~~
Pages 35 and 36
Pages 39 and 40
Pages 45 and 46

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. Follow instructions set out in section [130H,]item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 183

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 184

JUNE 26, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 217

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Page 17
Pages ~~17a and 18~~

Section 13- Pages ~~5 and 6~~
Pages 9 and 10

Part II

Section 3 - Pages ~~11 and 11a~~
Page ~~11b~~
Pages ~~15 and 15a~~

Section 4 - Pages ~~2a and 2b~~
Pages ~~5 and 6~~

Section 6 - Pages ~~1b and 2~~

Section 7 - Pages ~~25a and 26~~

Section 9 - Pages ~~1 and 2~~

Index

Pages ~~19 and 20~~ (Page 18a deleted)
Page ~~20a~~
Pages ~~28a and 28b~~
Pages 31 and 32
Page 34a
Pages ~~37 and 38~~
Pages 41 and 42

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.

[[10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.]

[[11.] Copies of Bureau press releases to be placed in case file and press release file if exists.

[[12.] In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 186

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television[appearance,]a manuscript of the[remarks]must be submitted for the Bureau's review and approval[unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval.] In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 187

MANUAL OF RULES AND REGULATIONS
NOVEMBER 27, 1970
REVISION 222

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 12 - - Pages ~~7 and 8~~

Section 15 - - Pages ~~1 and 2~~

Part II

Section I - - Pages ~~5a and 6~~
Pages ~~7 and 8~~

Section 3 - - Pages ~~1 and 1a~~

Section 4 - - Pages ~~35 and 36~~
Pages ~~37 and 38~~
Pages ~~39 and 40~~
Pages ~~41-46~~
Pages ~~47 and 48~~
Pages 49 and 50

Section 5 - - Pages ~~3 and 3a~~

Section 6 - - Pages 1b and 2

Section 7 - - Pages ~~5 and 6~~

Index

Pages 17 and 18

Very truly yours,

John Edgar Hoover

Director

Enclosures (15)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.

10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.

11. Copies of Bureau press releases to be placed in case file and press release file if exists.

12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   [d. [Deleted]
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 189

[d. [Deleted]

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 190

MANUAL OF RULES AND REGULATIONS
JANUARY 27, 1971
REVISION 224

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - - Pages ~~9 and 10~~

Section 5 - - Pages ~~1 and 2~~
Pages ~~5 and 6~~

Section 6 - - Pages ~~4a and 4b~~
Page ~~11~~ (new)

Section 11 - Pages 3 and 4

Section 14 - Page ~~17~~

Part II

Section 1 - - Pages ~~5a and 6~~

Section 2 - - Page ~~5~~
Pages ~~5a and 6~~

Section 4 - - Pages ~~4a and 4b~~
Pages ~~23 and 24~~
Pages ~~35 and 36~~
Pages ~~39 and 40~~

Section 6 - - Pages 1 and 1a

Section 7 - - Pages ~~5 and 6~~
Pages ~~7 and 8~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (17)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised).
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 192

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In those instances in which a press release is issued at SOG, television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.[Reading of these local press releases on the telephone to the news media should be done by the SAC or ASAC.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

NW 88321 DocId:32989529 Page 193

MANUAL OF RULES AND REGULATIONS
AUGUST 27, 1971
REVISION 231

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Table of Contents
Pages ~~1 and 2~~

Part II

Section 3 - - Pages ~~1b and 2~~
Pages ~~3 and 3a~~
Page 3b
Pages ~~15 and 15a~~
Pages ~~15b and 15c~~
Pages ~~15d and 16~~
Page ~~19~~
Pages ~~25 and 26~~

Section 4 - - Page 12a
Pages 15a and 16
Pages 21 and 22
Pages 22a and 22b
Pages ~~23 and 24~~
Page 28a
Page 33
Pages ~~33a and 34~~
Pages ~~35 and 36~~
Pages ~~37 and 38~~
Pages ~~39 and 40~~
Pages ~~41 and 42-46~~
Pages 47 and 48

Section 5 - - Pages ~~4a and 4b~~

Section 6 - - Pages 7 and 8

Section 7 - - Pages ~~5 and 6~~
Pages ~~25a and 26~~
Page ~~27~~
Pages 27a and 28

Section 8 - - Pages ~~1 and 1a~~
Pages ~~3 and 4~~
Pages ~~4a and 4b~~

Section 9 - - Pages ~~15 and 15a~~
Pages ~~15b and 15c~~
Page ~~15d~~
Pages ~~15e and 16~~
Page ~~17~~
Pages ~~17a and 18~~
Pages ~~19 and 20~~
Pages ~~21 and 22~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (39)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and[extremist]sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and[extremist] sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or[extremist] source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 195

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 196

MANUAL OF RULES AND REGULATIONS
MARCH 28, 1972
REVISION 238

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 10 - Pages ~~3 and 4~~

Section 14 - Page ~~11b~~
Pages 11c and 12
Pages 13 and 14
Page 17

Part II

Section 3 - - Pages ~~11c and 12~~
Page 13b

Section 4 - - Pages ~~3 and 4~~
Pages 25b and 26
Pages 37 and 38
Pages 39 and 40

Part II (continued)

Section 6 - - Pages 3b and 4

Section 7 - - Pages ~~17 and 17a~~

Section 9 - - Pages 21 and 22
Page 25

Very truly yours,

John Edgar Hoover

Director

Enclosures (15)

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 198

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, and check circulars
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.

a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on list.

(1) Quality of assistance addressee is in a position to give
(2) Cooperation which has been afforded
(3) Following must appear on list:

Alcohol, Tobacco and Firearms Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
[Postal Service]Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) Following may appear on list:

Automobile Clubs
Banks
Car Rental Agencies
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S.[Magistrates]

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 199

MANUAL OF RULES AND REGULATIONS
AUGUST 28, 1972
REVISION 243

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 6 - Pages 3 and 4
Pages 4c and 4d
Pages 5 and 6

Section 10 - Pages 3 and 4
Pages 5 and 6

Section 12 - Pages 1 and 1a
Pages 1b and 2
Pages 5 and 6
Pages 6a and 6b

Section 13 - Pages 1-1a and 2

Section 16 - Pages 3 and 3a
Pages 3b and 4
Pages 5 and 6

Part II

Section 3 - Page 12a

Section 5 - Pages 1 and 2
Pages ~~3 and 4~~
Pages ~~5 and 6~~
Pages 7 and 8
Pages 9 and 10
Pages ~~11 and 12~~
Page 13

Section 6 - Page 9

Section 9 - Pages 9 and 10

L. Patrick Gray, III

Acting Director

Enclosures (23)

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of airlines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
        [(20) Influential minority leaders]
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. DELETED

N. NEWS MEDIA CONTACTS
As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers[including minority-oriented newspapers,]must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 201

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 7 - Pages 1 and 2

Part II

Section 3 - Pages 11 and 11a

Section 4 - Pages 2a and 2b
Pages 2c and 2d
Pages 9 and 10
Pages 27 and 28
Page 33

Section 6 - Pages 3b and 4
Pages 7 and 8

Section 7 - Pages 1 and 2
Pages 17 and 17a
Page 27

Section 9 - Pages 19 and 20
Page 20a
Pages 21 and 22

L. Patrick Gray, III

Acting Director

Enclosures (15)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 203

2. Identification orders, wanted flyers, and check circulars
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.

a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on list.

(1) Quality of assistance addressee is in a position to give

(2) Cooperation which has been afforded

(3) Following must appear on list:

[Bureau of Alcohol, Tobacco and Firearms]
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Postal Service Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) Following may appear on list:

Automobile Clubs
Banks
Car Rental Agencies
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Magistrates

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 204

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete [or when it is determined a source is deceased.]

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index[except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.]

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the[Training]Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 205

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 206

MANUAL OF RULES AND REGULATIONS
MARCH 27, 1973
REVISION 250

RE: REVISED PAGES.

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
- Section 1 - (Revised)
  - Pages 1 and 2
  - Pages 3 and 4
  - Pages 5 and 6
  - Pages 7 and 8
  - Page 9
- Section 9 - Page 1
  - Pages 1a and 2
- Section 14 - Page 17

Part II
- Section 1 - Pages 5a and 6
  - Pages 6a and 6b
  - Pages 11 and 12
- Section 2 - Pages 1b and 1c
  - Page 1d
  - Pages 1e and 2
- Section 4 - Pages 41 and 42-46
  - Pages 47 and 48
  - Pages 50a and 50b
- Section 6 - Pages 1 and 1a
  - Pages 1b and 2
  - Pages 5 and 5a
- Section 7 - Pages 5 and 6

Index - Pages 39 and 40
- Pages 41 and 42

L. Patrick Gray, III

Acting Director

Enclosures (23)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. State Firearms Control Assistance Act; unlawful possession or receipt of firearms
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - [p. [Bank Fraud and Embezzlement]
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - [ak. Migratory Bird Act

NW 88321 DocId:32989529 Page 208

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for
[investigative clearance and with[Press Services Office]for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
[7. In those instances in which a press release is issued at[FBIHQ,]television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received. Reading of these local press releases on the telephone to the news media should be done by the SAC or ASAC.
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

NW 88321 DocId:32989529 Page 209

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.

10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.

11. Copies of Bureau press releases to be placed in case file and press release file if exists.

12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

[[13. Bureau personnel, including SACs and ASACs, are not to participate
[in give-and-take news conferences without prior Bureau authority
[including clearance by the Press Services Office. This will be
[permitted only in the rarest of circumstances where mitigating facts
[clearly indicate it is to the Bureau's best interests to participate.]

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Deleted
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office
[inspection by[FBIHQ.]
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

d. Deleted

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National
[Academy graduates
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
[d. [Deleted]
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
[Research[(Training Division)]

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material.
[To this supervisor must be routed law enforcement bulletins, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 211

H. INFORMATION TO BE FURNISHED TO THE BUREAU
   1. Which does not have a nationwide circulation or interest
      a. Relating to law enforcement concerning
         (1) Scientific apparatus
         (2) Equipment
         (3) Personnel
         (4) Methods
         (5) Economics
      b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
         (1) The FBI, derogatory and complimentary. If possible, show author.
         (2) Outstanding abuses of parole and probation
         (3) Outstanding instances of juvenile crime
         (4) Bad local crime conditions
         (5) Scientific crime detection experts
         (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
         (7) Police training in colleges and universities
         (8) Aggravated sex offenders
         (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
         (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
   2. Method of preparation for transmittal
      a. Mount the clipping on form FD-350 within the borders shown.
      b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
      c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
      d. Show whether the matter mentioned is being investigated.
      e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
      f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
      g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 212

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
   The Bureau desires to receive publications of security interest at [[FBIHQ]for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the [attention of[Section IS-3, Intelligence Division)]unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition)should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention [[Section IS-3, Intelligence Division,]informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 213

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 1 - Pages 7 and 8

Section 4 - Pages 5 and 6
Pages 7 and 8

Section 10 - Pages 1 and 2

Section 14 - Pages 15 and 16

Section 16 - Pages 7 and 8

Part II

Section 2 - Page 1d
Pages 9 and 10

Section 3 - Pages 1 and 1a
Pages 25 and 26

Section 4 - Page 12a
Pages 19 and 20
Pages 21 and 22

Section 6 - Pages 1b and 2
Pages 7 and 8

Section 7 - Pages 5 and 6

Section 8 - Pages 20a and 20b
Pages 21 and 22
Page 23-24

Section 9 - Pages 9 and 10
Pages 15e and 16
Pages 19 and 20

Index - Pages 27a and 27b

William D. Ruckelshaus

Acting Director

Enclosures (23)

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.

10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.

11. Copies of Bureau press releases to be placed in case file and press release file if exists.

12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Deleted
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.
   d. Deleted

NW 88321 DocId:32989529 Page 215

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Deleted
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      [Research[(Files and Communications Division)]

C. SPEECHES

1. [The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent Supervisor approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.]

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 216

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter [for the attention of the [Files and Communications] Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

   Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 217

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. [The frequency of personal contact with SAC contacts is left to the discretion of the SAC; contacts should be evaluated periodically to determine their effectiveness and the desirability of their continuance.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. [Each office must submit a complete alphabetical roster of SAC contacts to reach the Bureau by the first week of November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.]
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 218

MANUAL OF RULES AND REGULATIONS
AUGUST 27, 1973
REVISION 255

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Section 1 - Pages 7 and 8
Page 9

Section 4 - Pages 17a and 18

Section 6 - Page 4a-b

Section 11 - Page 5

Part II
Section 1 - Page 1
Pages 1a and 2

Section 2 - Page 1d

Section 3 - Pages 3 and 3a

Section 4 - Pages 50a and 50b
Pages 53 and 54
Page 54a
Pages 55 and 56
Pages 57 and 57a
Pages 61 and 62

Section 6 - Pages 1b and 2
Pages 3 and 3a

Section 7 - Pages 21 and 21a
Pages 33 and 34

Section 8 - Pages 1 and 1a
Pages 10a and 10b
Pages 17 and 18
Pages 18a and 18b

Section 9 - Pages 11 and 12

Index - Pages 1 and 2
Page 2a
Pages 7 and 8
Pages 17 and 18
Page 18a
Page 43
Pages 43a and 44

Clarence M. Kelley

Director

Enclosures (31)

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Deleted
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.
   d. Deleted

NW 88321 DocId:32989529 Page 220

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Deleted
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Files and Communications Division)

C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2 It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th. each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 221

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively

5. Transmittal
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention [Files and Communications] Division.

6. Dissemination
New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.

2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 222

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.

(a) Chiefs of police
(b) Sheriffs
(c) State police or highway patrol commanders and ranking officers in command of districts
(d) U. S. Marshals and deputies
(e) Ranking Federal law enforcement officers
(f) Wardens of penal institutions
(g) District attorneys or county prosecutors
(h) Railway police (if desirable)
(i) Officers receiving law enforcement bulletins
(j) Any other officials who receive identification orders

(2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 223

MANUAL OF RULES AND REGULATIONS
NOVEMBER 27, 1973
REVISION 258

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
- Section 3 - Page 3
- Section 8 - Pages 1 and 1a
- Section 16 - Pages 1 and 1a
  Pages 3 and 3a
  Pages 3b and 4

Part II
- Section 1 - Page 1
- Section 3 - Pages 7b and 8
  Pages 17a and 18
  Page 19
- Section 4 - Page 18a
  Pages 41 and 42-46
  Pages 50a and 50b
- Section 5 - Pages 5 and 6
- Section 6 - Pages 3b and 4
  Pages 7 and 8
- Section 7 - Pages 21 and 21a
- Section 8 - Pages 27 and 28
- Section 9 - Pages 13 and 14

Index
- Pages 36a and 36b
- Pages 37 and 38
  39 and 40
  41 and 42
  45 and 46

Clarence M. Kelley

Director

Enclosures (23)

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 225

2. Identification orders, wanted flyers, and check circulars
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.

a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on list.

(1) Quality of assistance addressee is in a position to give
(2) Cooperation which has been afforded
(3) Following must appear on list:

Bureau of Alcohol, Tobacco and Firearms
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Postal Service Inspectors
Postmasters
Salvation Army
Secret Service
[U. S. Customs Service]
U. S. Marshals

(4) Following may appear on list:

Automobile Clubs
Banks
Car Rental Agencies
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Magistrates

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW-88321 DocId:32989529 Page 226

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the [External Affairs] Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 227

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. [The frequency of personal contact with SAC contacts is left to the discretion of the SAC; contacts should be evaluated periodically to determine their effectiveness and the desirability of their continuance.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. [Each office must submit a complete alphabetical roster of SAC contacts to reach the Bureau by the first week of November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.]
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 228

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 12 - Pages 5 and 6
Pages 9 and 10

Section 14 - Page 11b

Part II

Section 2 - Page 11

Section 3 - Page 3b
Pages 3c and 4
Pages 13c and 14
Pages 37 and 38

Section 4 - Pages 1 and 1a
Pages 1b and 2
Pages 35 and 36
Pages 37 and 38
Pages 39 and 40
Pages 41 and 42-46
Page 47-50
Pages 51 and 52
Pages 57b and 58
Pages 59 and 60

Section 6 - Pages 1 and 1a
Pages 1b and 1c
Pages 1d and 1e
Pages 1f and 2
Page 2a
Pages 3 and 3a
Pages 5c and 6
Pages 9 and 10

Section 7 - Pages 5 and 6
Pages 7 and 8
Pages 23 and 24
Pages 33 and 34

Section 8 - Pages 11 and 12
Pages 13 and 14
Page 14a
Pages 15 and 16
Pages 17 and 18
Pages 18a and 18b
Page 18c
Pages 23 and 24

Index - Page 2a

Clarence M. Kelley

Director

Enclosures (39)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[[A. PRESS POLICY
1. Confidential Nature of FBI Operations
See Part I, Section 1, page 9, paragraph B of Manual of Rules and Regulations.
2. Title 28, Section 50.2 of the Code of Federal Regulations concerning release of information by personnel of the Department of Justice relating to criminal and civil proceedings states:
"(a) General. (1) The availability to news media of information in criminal and civil cases is a matter which has become increasingly a subject of concern in the administration of justice. The purpose of this statement is to formulate specific guidelines for the release of such information by personnel of the Department of Justice.
"(2) While the release of information for the purpose of influencing a trial is, of course, always improper, there are valid reasons for making available to the public information about the administration of the law. The task of striking a fair balance between the protection of individuals accused of crime or involved in civil proceedings with the Government and public understandings of the problems of controlling crime and administering government depends largely on the exercise of sound judgment by those responsible for administering the law and by representatives of the press and other media.
"(3) Inasmuch as the Department of Justice has generally fulfilled its responsibilities with awareness and understanding of the competing needs in this area, this statement, to a considerable extent, reflects and formalizes the standards to which representatives of the Department have adhered in the past. Nonetheless, it will be helpful in ensuring uniformity of practice to set forth the following guidelines for all personnel of the Department of Justice.
"(4) Because of the difficulty and importance of the questions they raise, it is felt that some portions of the matters covered by this statement, such as the authorization to make available Federal conviction records and a description of items seized at the time of arrest, should be the subject of continuing review and consideration by the Department on the basis of experience and suggestions from those within and outside the Department.
"(b) Guidelines to criminal actions. (1) These guidelines shall apply to the release of information to news media from the time a person is the subject of a criminal investigation until any proceeding resulting from such as investigation has been terminated by trial or otherwise.
"(2) At no time shall personnel of the Department of Justice furnish any statement or information for the purpose of influencing the outcome of a defendant's trial, nor shall personnel of the Department furnish any statement or information, which could reasonably be expected to be disseminated by means of public communication, if such a statement or information may reasonably be expected to influence the outcome of a pending or future trial.
"(3) Personnel of the Department of Justice, subject to specific limitations imposed by law or court rule or order, may make public the following information:

NW 88321 DocId:32989529 Page 230

"(i) The defendant's name, age, residence, employment, marital status, and similar background information.

"(ii) The substance or text of the charge, such as a complaint, indictment, or information.

"(iii) The identity of the investigating and/or arresting agency and the length or scope of an investigation.

"(iv) The circumstances immediately surrounding an arrest, including the time and place of arrest, resistance, pursuit, possession and use of weapons, and a description of physical items seized at the time of arrest.

"Disclosures should include only incontrovertible, factual matters, and should not include subjective observations. In addition, where background information or information relating to the circumstances of an arrest or investigation would be highly prejudicial or where the release thereof would serve no law enforcement function, such information should not be made public.

"(4) Personnel of the Department shall not volunteer for publication any information concerning a defendant's prior criminal record, but information drawn from Federal conviction records may be made available in response to a specific request.

"(5) Because of the particular danger of prejudice resulting from statements in the period approaching and during trial, they ought strenuously to be avoided during that period. Any such statement or release shall be made only on the infrequent occasion when circumstances absolutely demand a disclosure of information and shall include only information which is clearly not prejudicial.

"(6) The release of certain types of information generally tends to create dangers of prejudice without serving a significant law enforcement function. Therefore, personnel of the Department should refrain from making available the following:

"(i) Observations about a defendant's character.

"(ii) Statements, admissions, confessions, or alibis attributable to a defendant, or the refusal or failure of the accused to make a statement.

"(iii) Reference to investigative procedures such as fingerprints, polygraph examinations, ballistic tests, or laboratory tests, or to the refusal by the defendant to submit to such tests or examinations.

"(iv) Statements concerning the identity, testimony, or credibility of prospective witnesses.

"(v) Statements concerning evidence or argument in the case, whether or not it is anticipated that such evidence or argument will be used at trial.

"(vi) Any opinion as to the accused's guilt, or the possibility of a plea of guilty to the offense charged, or the possibility of a plea to a lesser offense.

"(7) Personnel of the Department of Justice should take no action to encourage or assist news media in photographing or televising a defendant or accused person being held or transported in Federal custody. Departmental representatives should not make available photographs of a defendant unless a law enforcement function is served thereby.

NW 88321 DocId:32989529 Page 231

"(8) This statement of policy is not intended to restrict the release of information concerning a defendant who is a fugitive from justice.
"(9) Since the purpose of this statement is to set forth generally applicable guidelines, there will, of course, be situations in which it will limit the release of information which would not be prejudicial under the particular circumstances. If a representative of the Department believes that in the interest of the fair administration of justice and the law enforcement process information beyond these guidelines should be released, in a particular case, he shall request the permission of the Attorney General or the Deputy Attorney General to do so.
"(c) Guidelines to civil actions. Personnel of the Department of Justice associated with a civil action shall not during its investigation or litigation make or participate in making an extrajudicial statement, other than a quotation from or reference to public records, which a reasonable person would expect to be disseminated by means of public communication if there is a reasonable likelihood that such dissemination will interfere with a fair trial and which relates to:
"(1) Evidence regarding the occurrence or transaction involved.
"(2) The character, credibility, or criminal records of a party, witness, or prospective witness.
"(3) The performance or results of any examinations or tests or the refusal or failure of a party to submit to such.
"(4) An opinion as to the merits of the claims or defenses of a party, except as required by law or administrative rule.
"(5) Any other matter reasonably likely to interfere with a fair trial of the action."

3. News Releases

Fairness, accuracy, and sensitivity to the rights of defendants, as well as to the public's right to know, must prevail in all dealings with the news media. Favoritism should be shown toward no newsman or no news medium.

Information concerning the FBI, including information regarding arrests and other developments in cases investigated by the FBI, is disclosed to news media, including newspapers, news magazines, news services, and radio and television networks or stations, (a) as news releases or announcements, initiated by the FBI, and (b) as responses to inquiries emanating from newsmen.

Each field office should maintain a control file containing all news releases issued by the office since the last inspection.

a. "One-Office" news releases

The vast majority of news releases made by field offices are issued to announce arrests in FBI cases. The provisions of Section 50.2 clearly apply to all of these. If an SAC feels that an exception to those provisions should be made in any individual case, he should make his views known to the Assistant Directors of (a) the substantive division involved and (b) the External Affairs Division. Exceptions to the instructions provided in Section 50.2 can be approved only by the Attorney General or the Deputy Attorney General, not by any official of the FBI.

NW 88321 DocId:32989529 Page 232

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

All news releases made by field offices should be issued over the name of the SAC. They should be issued to all interested news media in the field office territory as simultaneously as possible; and they should provide as full an account of the facts as can be disclosed within the provisions of Section 50.2. In news releases announcing arrests or other developments attributable to the joint efforts of the FBI and other law enforcement agencies, appropriate recognition should, of course, be given to those other agencies.

SACs may authorize other experienced Special Agents, including Resident Agents, in their field offices to read or deliver news releases issued over the SAC's name to news media after the SAC has approved those news releases. However, those Special Agents should not expand upon the information in the news releases; and they should answer any inquiry or request for additional information by courteously telling the newsman involved that his inquiry or request will be brought to the attention of the SAC as quickly as possible for his consideration and action. The reason for the policy of referring all such matters to the SAC is to assure both uniformity and accuracy of any supplemental information that is provided to news media.

SACs also may authorize other experienced Special Agents to record news releases in compliance with requests of radio and television stations. However, only SACs or ASACs should make live or filmed television appearances involving the reading of news releases.

SACs have the option of accepting or declining such time-consuming requests made by radio and television stations. If declined, however, the declinations should be tactfully worded and explained so as to avoid any impression of partiality. If a request is accepted, the radio and/or television station involved should understand that the SAC or the Special Agent designated by the SAC will merely read the text of the news release and will not answer questions.

On occasion, SACs also issue news releases or make announcements dealing with administrative matters such as transfers of the SAC or ASAC of the field office or presentation of service awards to personnel of the field office. On such occasions, photographs and biographical sketches of the personnel involved may be made available to the news media. However, requests to interview these employees about their official duties and experiences should tactfully be declined.

NW 88321 DocId:32989529 Page 233

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

So as to minimize the opportunities for criminal elements to harass Special Agents and their families, neither photographs nor biographical sketches of Special Agents should be made available to news media in connection with news releases, announcements, or inquiries pertaining to FBI investigations. The sole exception is in the case of employees who are killed in line of duty, in which instances the release of photographs and biographical data should be coordinated with the Administrative Division and the External Affairs Division.

b. "Multi-Office" news releases
News releases announcing arrests or other important developments in wide-ranging investigations often require close coordination and simultaneous release to the press by two or more field offices. The External Affairs Division should be consulted before any such news release is made, and consideration should be given to the question of whether a national news release is merited.

c. National news releases
As a general rule, national news releases announcing arrests or other investigative developments are issued only in exceptional cases involving (1) prominent persons, such as well-known business and civic leaders, entertainers, athletes, or officials of local, county, state, or Federal Government; (2) persons of national notoriety, such as members of the "Ten Most Wanted Fugitives"; (3) persons arrested for crimes that have attracted nationwide interest, such as prevailed in the 1950 robbery of Brink's Inc., at Boston, Massachusetts, and the 1964 murder of three young civil rights workers in Neshoba County, Mississippi; and (4) persons whose crimes have international ramifications, such as espionage agents or fugitives who have fled abroad. The heads of headquarters and field divisions should assure that the essential facts of all such cases, including anticipated developments therein, are promptly brought to the attention of the External Affairs Division on a continuing basis.

National news releases generally will be issued in Washington, D. C. However, copies will be furnished to all interested field offices so that the SACs of those offices can make them available to local news media within minutes of their release in Washington.

SACs should not expand upon the contents of national news releases without approval of both the substantive division involved and the External Affairs Division.

NW 88321 DocId:32989529 Page 234

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. News Media Inquiries
There are two categories of news media inquiries. The first involves routine inquiries received at the field office regarding either investigative or administrative matters. These should be answered by the SAC or ASAC within the guidelines indicated above.

In responding to such inquiries, SACs and ASACs should be courteous, factual, and as helpful as possible. They should, however, avoid answering hypothetical questions or questions that would require them to express personal opinions on matters of intense local or national controversy.

The second category involves inquiries from the news media in emergency situations. Often these are received by Special Agents at the scenes of arrests, gun battles, or other fast-moving developments in investigations.

Unless undercover assignments or similar overriding circumstances dictate otherwise, Special Agents who are approached by newsmen at the scenes of fast-moving developments in FBI cases should (a) identify themselves as "a Special Agent of the FBI," (b) furnish the name of the field office to which they are assigned, and (c) state the general nature of the investigative operations, such as "We are here to serve an arrest (or a search) warrant." Requests for additional information should be answered by courteously referring the newsman to the field office or to the temporary field headquarters if such a temporary field headquarters has been established in the area.

Only SACs or ASACs should participate in question-and-answer interviews with representatives of any news medium at the scenes of fast-moving developments in FBI cases. In emergency situations, however, Special Agents can relay reporters' questions to the SAC by telephone or radio; and the SAC's responses thereto can be furnished to the reporters in the SAC's name by a Special Agent. In other than such emergency situations, Special Agents should courteously refer newsmen to the SAC or ASAC for answers to their questions; and Special Agents' investigative responsibilities attendant to such fast-moving developments must take precedence over questions or inquiries of newsmen.

No FBI employee should knowingly furnish an erroneous, deceptive, or misleading answer to a news media inquiry. In the overwhelming majority of cases, an unequivocal and definitive answer can be given reporters' questions regarding whether the FBI is, or is not, investigating a specific criminal act, as well as the reason why we have or have not instituted investigation. However, in kidnap-for-ransom cases and related crimes involving a threat against human life, neither the fact that the crime has occurred, nor the fact that the FBI is investigating it, should be disclosed or confirmed without the approval of the substantive investigative division and the External Affairs Division.

Due to the sensitivity of many banking-type institutions to publicity concerning the amount of loot obtained in robberies, burglaries, and larcenies of financial institutions, such information should not be disclosed to news media without the concurrence of the General Investigative Division and the External Affairs Division.

NW 88321 DocId:32989529 Page 235

Under no circumstances should any employee ask or suggest that a newsman withhold information from the public without the concurrence of the substantive investigative division and the External Affairs Division.

5. Fugitive Publicity

News releases and other public disclosures designed to solicit public cooperation in the apprehension of FBI fugitives may contain more facts about the fugitive's criminal background than are permissible in news releases and announcements regarding arrests.

In publicity regarding FBI fugitives, extreme care should be taken to avoid statements that brand a fugitive as guilty of a crime for which he has not been convicted. Arrest numbers or other data that identify a photograph as having been made in connection with a past arrest or imprisonment should not appear in photographs of fugitives that are furnished to news media.

Field offices should coordinate all fugitive publicity with the Special Investigative Division and the External Affairs Division; and they should not hesitate to consult the External Affairs Division regarding questions or problems that arise in any area of news media relations.

6. Liaison With News Media

SACs who consider it necessary or advisable to do so may use one or more experienced Special Agents to assist in facilitating prompt and effective liaison with the news media. Such Agents will not be spokesmen for their field offices. They may furnish information to news media in the SAC's name after it has been approved by the SAC. They also may assist in preparing news releases, as well as responses to news media inquiries. These Agents should devote no more time to such news media liaison duties than is absolutely necessary.

It is the intent of these guidelines to facilitate a more open stance and, thereby, a mutually beneficial relationship between FBI and news media representatives. SACs, as well as other employees acting for them in news media relations, should be as responsive as practical and possible to inquiries and requests made by newsmen. The term "No comment" should be avoided except when its use is absolutely necessary. If an SAC does not know the answer to a newsman's question, he should have no hesitancy in stating, "I don't know," and/or, depending upon the nature of the inquiry, telling the newsman that he will contact him (the newsman) as soon as he has information that can be furnished to him.

SACs should avail themselves of every opportunity to meet and become well acquainted with leading citizens throughout their field divisions, including representatives of all important news media. They should seek to cultivate a personal, as well as an official, relationship with these individuals to the fullest extent that the demands of other duties make possible.]

NW 88321 DocId:32989529 Page 236

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Deleted
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.
   d. Deleted
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Deleted
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      [Research[(External Affairs]Division)

NW 88321 DocId:32989529 Page 237

C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th. each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 238

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively

5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention [External Affairs] Division.

6. Dissemination
   New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.

2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 239

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
(a) Chiefs of police
(b) Sheriffs
(c) State police or highway patrol commanders and ranking officers in command of districts
(d) U. S. Marshals and deputies
(e) Ranking Federal law enforcement officers
(f) Wardens of penal institutions
(g) District attorneys or county prosecutors
(h) Railway police (if desirable)
(i) Officers receiving law enforcement bulletins
(j) Any other officials who receive identification orders

(2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 240

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

I. VISITS TO FIELD OFFICES
   1. Non-Bureau governmental officials
      a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
      b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
   2. Departmental officials
      a. Be courteous.
      b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
      c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
      d. Advise the Bureau in case of doubt.

J. MISCELLANEOUS
[1. [Firearms, defensive tactics,]and disarming demonstrations
      Are to be confined to law enforcement groups.
   2. Credentials
      Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
   3. Law enforcement officials
      a. Contact with
         (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
         (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
         (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

NW 88321 DocId:32989529 Page 241

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

b. Visits to Washington
When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the [Assistant Director of External Affairs Division, Room 5634,] Justice Building.

c. Letters of commendation, congratulations, appreciation, and condolence
When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. [Form FD-468 may be used.] In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

4. Inquiries concerning status of Bureau cases
When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.

5. U. S. Cabinet officers, Senators, and Congressmen
If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

K. SOURCES OF INFORMATION
Definition
An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

1. Index
Index card (3 by 5 inches) must be made up to contain:
   a. Names
   b. Addresses
   c. Organization or concern
   d. Type of information furnished
   e. Date of development

NW 88321 DocId:32989529 Page 242

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of airlines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
        (20) Influential minority leaders
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

[[M.] NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 243

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

NW 88321 DocId:32989529 Page 244

MANUAL OF RULES AND REGULATIONS
MAY 28, 1974
REVISION 264

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Table of Contents - Pages 5 and 6

Section 1 - Pages 1 and 2
Pages 3 and 4

Section 3 - Pages 1 and 2

Section 4 - Pages 11a and 12

Section 5 - Page 13

Section 6 - Pages 5 and 6

Section 10 - Pages 3 and 4

Section 12 - Pages 1b and 2
Pages 3 and 4

Section 16 - Pages 1d and 2

Part II
Section 3 - Pages 5a and 6
Pages 11 and 11a
Pages 27 and 28
Pages 35 and 36
Pages 37 and 38

Part II (cont.)
Section 4 - Pages 13 and 14
Pages 29 and 30
Pages 57 and 57a

Section 6 - Pages 1f and 2
Page 2a
Pages 3 and 3a
Pages 9 and 10

Section 7 - Pages 5 and 6
Pages 7 and 8

Section 8 - Page 18c
Page 29

Section 9 - Pages 17a and 18

Index - Pages 17 and 18
Pages 19a and 20
Pages 20a and 20b

Clarence M. Kelley

Director

Enclosures (31)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[Under no circumstances should any employee ask or suggest that a newsman withhold information from the public without the concurrence of the substantive investigative division and the External Affairs Division.

5. Fugitive Publicity

News releases and other public disclosures designed to solicit public cooperation in the apprehension of FBI fugitives may contain more facts about the fugitive's criminal background than are permissible in news releases and announcements regarding arrests.

In publicity regarding FBI fugitives, extreme care should be taken to avoid statements that brand a fugitive as guilty of a crime for which he has not been convicted. Arrest numbers or other data that identify a photograph as having been made in connection with a past arrest or imprisonment should not appear in photographs of fugitives that are furnished to news media.

Field offices should coordinate all fugitive publicity with the Special Investigative Division and the External Affairs Division; and they should not hesitate to consult the External Affairs Division regarding questions or problems that arise in any area of news media relations.

6. Liaison With News Media

SACs who consider it necessary or advisable to do so may use one or more experienced Special Agents to assist in facilitating prompt and effective liaison with the news media. Such Agents will not be spokesmen for their field offices. They may furnish information to news media in the SAC's name after it has been approved by the SAC. They also may assist in preparing news releases, as well as responses to news media inquiries. These Agents should devote no more time to such news media liaison duties than is absolutely necessary.

It is the intent of these guidelines to facilitate a more open stance and, thereby, a mutually beneficial relationship between FBI and news media representatives. SACs, as well as other employees acting for them in news media relations, should be as responsive as practical and possible to inquiries and requests made by newsmen. The term "No comment" should be avoided except when its use is absolutely necessary. If an SAC does not know the answer to a newsman's question, he should have no hesitancy in stating, "I don't know," and/or, depending upon the nature of the inquiry, telling the newsman that he will contact him (the newsman) as soon as he has information that can be furnished to him.

SACs should avail themselves of every opportunity to meet and become well acquainted with leading citizens throughout their field divisions, including representatives of all important news media. They should seek to cultivate a personal, as well as an official, relationship with these individuals to the fullest extent that the demands of other duties make possible.]

NW 88321 DocId:32989529 Page 246

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. [Fugitive notices and interesting or unusual fingerprint patterns
   c. Articles and features designed to inform law enforcement officers of new, but proven, programs and techniques to enhance their professional capabilities
   d. Items alerting law enforcement officers to dangerous weapons or techniques utilized by the criminal element]
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.
   d. Deleted
4. [Suggestions and submissions
   a. Each field office is required to submit three suggestions for byline articles from each state within its territory. Prior to submitting suggestions, proposed authors may be approached to determine their willingness to prepare an article and to identify the scope of their topic. However, proposed authors should not be asked to prepare a manuscript until the Bureau notifies the field office that the suggestion has been accepted and the article is requested. In contacts with any proposed or potential authors, absolutely no representations should be made which would obligate the FBI to any publishing commitments since many factors determine which articles received are ultimately published.
   b. In suggesting featured articles, consideration should mainly be given to manuscripts concerning proven programs and techniques of law enforcement which may be of significant value to other agencies. Suggestions should be concerned with training, research, or operational matters. Avoid items of a "newsletter" nature and matters which have a limited scope of interest in the profession.
   c. Each field office should be alert to exceptional photographs which could be recommended for use as a cover for the magazine. The Bureau wishes to project on the Bulletin's cover the best image of law enforcement. Attention-getting photographs showing officers giving aid to helpless citizens, protecting the weak, comforting the injured, or apprehending the guilty are examples of those that should be recommended when they come to the attention of field offices.
   d. Transmit all material for the magazine to the Bureau under the caption:

      FBI Law Enforcement Bulletin
      Research Section (External Affairs Division)]

NW 88321 DocId:32989529 Page 247

C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th. each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence
   h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
   i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

NW 88321 DocId:32989529 Page 248

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively
5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, Attention: External Affairs Division.
6. Dissemination
   [Field Offices will be advised by routing slip when new write-ups are prepared. If copies are desired, an appropriate letter should be submitted to the Bureau, Attention: External Affairs Division, setting forth the specific use for which the write-up is intended. In instances where write-ups, either those previously prepared or those to be published in the future, may be released outside the Bureau, it will be necessary to first obtain Bureau approval.
7. Interesting case control file
   A copy of all communications concerning the dissemination of write-ups outside the Bureau is to be placed in the Interesting Case Control file. These communications should contain the identity of the person to whom the write-up is being made available, as well as the purpose for which it is to be used.]

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS
1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 249

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.

(a) Chiefs of police
(b) Sheriffs
(c) State police or highway patrol commanders and ranking officers in command of districts
(d) U. S. Marshals and deputies
(e) Ranking Federal law enforcement officers
(f) Wardens of penal institutions
(g) District attorneys or county prosecutors
(h) Railway police (if desirable)
(i) Officers receiving law enforcement bulletins
(j) Any other officials who receive identification orders

(2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 250

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio [and television] stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of airlines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
        (20) Influential minority leaders
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 251

[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

NW 88321 DocId:32989529 Page 252

MANUAL OF RULES AND REGULATIONS
DECEMBER 27, 1974
REVISION 271

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
- Table of Contents - Pages 3 and 4
  - Pages 5 and 6
- Section 6 - Page 7-8
  - Pages 9 and 10
- Section 16 - Pages 3 and 3a
- Section 18 - (New Section)
  - Pages 1 and 2
  - Pages 3 and 4

Part II
- Section 1 - Pages 1a and 2
  - Pages 3 and 4
- Section 2 - Pages 1 and 1a
- Section 3 - Pages 11c and 12
  - Pages 17a and 18
- Section 4 - Pages 35 and 36
  - Pages 37 and 38
  - Pages 41 and 42-46
  - Page 47-50
  - Pages 57b and 58
  - Pages 59 and 60
  - Pages 63 and 64
- Section 6 - Pages 3 and 3a
  - Page 5b
- Section 8 - Pages 1b and 2

Index - Pages 7 and 8

Clarence M. Kelley

Director

Enclosures (23)

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively
5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, Attention: External Affairs Division.
6. Dissemination
   [Field Offices will be advised by routing slip when new write-ups are prepared. If copies are desired, an appropriate letter should be submitted to the Bureau, Attention: External Affairs Division, setting forth the specific use for which the write-up is intended. In instances where write-ups, either those previously prepared or those to be published in the future, may be released outside the Bureau, it will be necessary to first obtain Bureau approval.
7. Interesting case control file
   A copy of all communications concerning the dissemination of write-ups outside the Bureau is to be placed in the Interesting Case Control file. These communications should contain the identity of the person to whom the write-up is being made available, as well as the purpose for which it is to be used.]

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS
1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 254

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, [[color, religion, sex, or national origin.]
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

[F. RADIO [AND TELEVISION] BROADCASTS

[Radio [and television] broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.

(a) Chiefs of police
(b) Sheriffs
(c) State police or highway patrol commanders and ranking officers in command of districts
(d) U. S. Marshals and deputies
(e) Ranking Federal law enforcement officers
(f) Wardens of penal institutions
(g) District attorneys or county prosecutors
(h) Railway police (if desirable)
(i) Officers receiving law enforcement bulletins
(j) Any other officials who receive identification orders

(2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 255

c. Purchase of individual publications at Bureau request
When the Bureau requests a field office to purchase and forward one or more copies of publications of security interest, it is desired, unless otherwise specifically stated, that nonevidentiary copies be forwarded. With respect to these specific Bureau requests for the purchase of individual copies of publications, the requested nonevidentiary copies should be forwarded to the Bureau by routing slip via ordinary mail.

d. Obtaining and retaining evidentiary copies of publications in the field
When the submitting office determines, or is advised by the Bureau, that a certain issue of a publication (which has already been forwarded to the Bureau) is deemed to be of sufficient importance to warrant the obtaining of an evidentiary copy of that issue, a copy thereof should be obtained through live informants or by having an Agent purchase a copy at a public outlet for that publication, if confidentially feasible. The evidentiary copy, bearing complete identifying data, should be retained as evidence in the field office; and the Bureau should be so advised by letter, setting forth complete identifying data concerning the evidentiary copy, together with the caption and file number of the file in which the evidentiary copy is retained.

e. Transmittal of evidentiary copies of publications to the Bureau
Instances in which the field will transmit evidentiary copies of publications to the Bureau will be limited almost exclusively to the submission of copies of foreign language publications for translation of certain material for use as evidence. In these instances, it is required that:
(1) Each copy submitted bear complete identifying data
(2) The material be forwarded in sealed envelopes labeled "Evidence"
(3) The material be forwarded via registered mail
(4) The cover letter of transmittal be marked for the attention of the FBI Laboratory; state clearly that it is contemplated that the publications (and translations thereof) will be used as evidence; identify clearly the enclosed publications as to title, place of publication, and date of issue; show the method of transmittal of the evidence to the Bureau; and indicate the desired disposition of the evidence.

f. Calling attention of Bureau to publications of security interest
When a field office obtains an evidentiary copy of a publication which it desires to call to the Bureau's attention, a letter should be addressed to the Bureau to that end. Title, author, publisher, and the general nature should be very briefly set forth, together with the identifying data proper to the evidentiary copy. The letter should be informative, not requiring an answer. A nonevidentiary duplicate copy of that publication should be enclosed with the letter, if readily available. If a nonevidentiary copy is not readily available, that fact should be stated in the letter. If the Bureau desires to obtain a nonevidentiary duplicate copy of the publication for review, efforts will be made to obtain it through the appropriate field office. If not obtained, the office possessing the evidentiary copy will be requested to forward to the Bureau a Photostat thereof.

NW 88321 DocId:32989529 Page 256

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part II

Section 3 - Pages 1c and 2
Pages 3c and 4
Pages 5a and 6
Page 11b
Pages 11c and 12
Pages 13 and 13a
Page 13b
Pages 13c and 14
Pages 15 and 15a
Pages 15b and 15c
Pages 15d and 16
Page 17
Pages 33 and 34
Pages 35 and 36

Section 4 - Pages 1b and 2
Pages 7 and 8
Page 8a
Pages 33a and 34
Pages 65 and 66

Section 6 - Page 2a

Section 8 - Pages 1 and 1a
Pages 19 and 20
Pages 23 and 24-26
(Delete pages 25 and 26)

Section 9 - Pages 7 and 8
Pages 9 and 10
Page 17
Pages 19 and 20

Clarence M. Kelley

Director

Enclosures (27)

C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th. each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups. [In addition, identify the 10 most important speeches given during the 6-month period covered by the report and indicate who gave them.]
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence
   h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
   i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

NW 88321 DocId:32989529 Page 258

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Table of Contents - Pages 5 and 6

Section 12 - Pages 1 and 1a
Pages 5 and 6

Section 14 - Pages 13 and 14

Section 16 - Pages 3 and 3a
Page 3b

Section 17 - Pages 1 and 2
Pages 3 and 4

Part II
Section 3 - Pages 1 and 1a
Pages 9 add 10
Pages 15 and 15a

Section 4 - Page 47-50
Pages 59 and 60

Section 5 - Page 13

Section 6 - Pages 5 and 5a
Page 7-8
Pages 9 and 10

Section 7 - Pages 5 and 6

Section 8 - Pages 27 and 28
Pages 29 and 30

Section 9 - Pages 21 and 22
Page 25

Index - Page 43

Clarence M. Kelley

Director

Enclosures (23)

NW 88321 DocId:32989529 Page 259

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual pertinent school files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 260

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.

i. Mounted clippings should read from top to bottom, column by column, from left to right.

j. All clippings must be complete.

k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.

l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.

4. Submission of publications of security interest to the Bureau

a. General principle governing submissions

[The Bureau desires to receive publications of security interest at [FBIHQ]for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.

b. Manner of handling and forwarding nonevidentiary copies of publications

(1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the [attention of[Section IS-3, Intelligence Division)]unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition)should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

(2) Each SAC and each legal attache must keep the Bureau, attention [[Section IS-3, Intelligence Division,]informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.

(3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 261

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist [sources of information. Follow instructions set out in section[130I,]item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

[L. [PUBLIC CONTACTS
[1. Public contacts are defined as persons who, because of their positions, can and do render extraordinary service or provide unusual and highly valuable assistance to the FBI.
[2. Immediately upon assuming the duties of SAC, such SAC should visit leading officials located in the field division.]

NW 88321 DocId:32989529 Page 262

[3. Persons to be contacted shortly after the arrival of the SAC include:

a. Federal judges
b. U. S. Attorneys
c. Only outstanding state judges
d. Governors
e. Leading state and county prosecutors
f. State attorneys general
g. Officers of the National Association of County and Prosecuting Attorneys
h. Executive secretary of state chamber of commerce
i. In the principal cities:
   (1) Mayors
   (2) Chiefs of police
   (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
   (4) Managers or owners of leading and most important radio and television stations
   (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
   (6) Executive secretary or director of chambers of commerce
   (7) Heads of Federal intelligence agencies
   (8) Outstanding leaders of Government and business
   (9) Heads of larger universities
   (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
   (11) Top representatives of airlines
   (12) Managers of leading airports
   (13) Top representatives of railroads
   (14) Managers of leading railroad stations
   (15) Top representatives of telephone companies
   (16) Top representatives of Western Union
   (17) Managers of the most outstanding and important hotels
   (18) Heads of better business bureaus
   (19) Heads of leading banks
   (20) Influential minority leaders

M. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 3i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 263

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

NW 88321 DocId:32989529 Page 264

MARCH 27, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 214

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 5 and 6

Part I

Section 3 - Pages 1 and 2

Section 4 - Pages 9 and 10
Pages 11 and 12

Section 7 - Pages 1 and 2

Section 10 - Pages 1 and 2

Section 14 - Pages 15 and 16

Part II

Section 1 - Pages 3 and 4
Pages 6a and 6b

Section 2 - Page 4a

Section 3 - Pages 33 and 34

Section 4 - Pages 37 and 38
Pages 50a and 50b

Section 6 - Pages 5 and 5a

Section 7 - Pages 5 and 6

Section 8 - Page 23-24
Pages 27 and 28

Index

Pages 13 and 14
Page 27
Pages 27a and 27b
Pages 27c and 28
Pages 29 and 30
Pages 33 and 34

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 266

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
      The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of [Research Section, Domestic Intelligence Division)] unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention [Research Section, Domestic Intelligence Division,] informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 267

FEBRUARY 27, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 212

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages ~~1 and 2~~
Pages ~~3 and 4~~

Part I

Section 5 - Pages ~~5 and 6~~
Pages ~~9 and 10~~
Pages 11 and 12
Page ~~13~~ (Pages 14 and 15 deleted)

Section 6 - Pages ~~1 and 2~~

Section 13 - Pages ~~3 and 4~~
Pages ~~5 and 6~~
Pages ~~7 and 8~~
Pages ~~9 and 10~~

Section 14 - Pages ~~3a and 4~~
Pages 5 and 6 (Page 5a deleted)
Pages ~~7 and 8~~
Pages ~~8a and 8b~~
Pages 9 and 10

Section 17 - Page ~~9~~

Part II

Section 1 - Page ~~1~~

Section 2 - Pages ~~5a and 6~~

Section 3 - Pages 3c and 4
Page 5
Pages ~~5a and 6~~
Pages ~~7 and 7a~~
Pages ~~15 and 15a~~
Pages ~~15b and 15c~~
Pages ~~37 and~~ 38

Section 4 - Pages ~~1b and 2~~
Pages ~~2c and 2d~~
Pages ~~13 and 14~~
Pages ~~22a and 22b~~
Pages ~~29 and 30~~
Pages ~~35 and 36~~
Pages ~~65 and 66~~

Section 6 - Pages ~~1b and 2~~

Section 7 - Pages ~~5 and 6~~
Pages 21 and 21a

Section 9 - Pages ~~5 and 6~~
Pages ~~7 and 8~~

Index

Pages ~~15 and 16~~
Pages ~~31 and 32~~
Page ~~34a~~
Pages ~~41 and 42~~
Pages ~~43 and 44~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (43)

NW 88321 DocId:32989529 Page 268

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.

10. Copies of Bureau press releases to be placed in case file and press release file if exists.

[11. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.]

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 269

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television[appearance,]a manuscript of the[remarks]must be submitted for the Bureau's review and approval[unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval.] In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 270

JANUARY 30, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 211

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages ~~3 and 4~~

Part I

Section 5 - Pages ~~5 and 6~~
Pages ~~9 and 10~~

Section 6 - Pages ~~4a and 4b~~
Pages ~~4c and 4d~~

Section 12 - Pages ~~9 and 10~~

Section 13 - Pages ~~7 and 8~~
Pages ~~9 and 10~~

Section 17 - Pages ~~1 and 2~~
Page ~~3~~

Part II

Section 1 - Pages ~~1a and 2~~

Section 2 - Page 1d

Section 3 - Pages ~~19a and 20~~

Section 6 - Pages ~~1 and 1a~~
Pages ~~1b and 2~~

Section 8 - Pages ~~1 and 1a~~
Pages ~~4c and 4d~~

Index

Pages ~~19 and 20~~
Pages ~~28c and 28d~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 272

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. [In those instances in which a press release is issued at SOG, television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

NW 88321 DocId:32989529 Page 273

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to [any radio or television[appearance,]a manuscript of the[remarks]must be [submitted for the Bureau's review and approval[unless previously approved [Bureau material is utilized or the program is of an impromptu nature and [time does not permit prior Bureau approval.] In some other cases involv- [ing important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

OCTOBER 31, 1969
MANUAL OF RULES AND REGULATIONS
REVISION 208

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 15 and 16

Part II

Section 1 - Pages 9a and 10

Section 2 - Page 7

Section 3 - Pages 15 and 15a

Section 4 - Pages 1 and 1a
Pages 2c and 2d
Pages 9 and 10
Pages 29 and 30
Pages 50a and 50b

Section 6 - Pages 5 and 5a

Section 8 - Pages 4a and 4b
Pages 27 and 28

Index

Pages 1 and 2
Pages 19 and 20
Pages 21 and 22
Pages 27 and 28
Pages 28a and 28b
Pages 31 and 32
Pages 33 and 34
Page 34a
Pages 37 and 38
Pages 41 and 42
Pages 43 and 44

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

H. INFORMATION TO BE FURNISHED TO THE BUREAU
1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation.
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 277

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.

i. Mounted clippings should read from top to bottom, column by column, from left to right.

j. All clippings must be complete.

k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.

l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.

4. Submission of publications of security interest to the Bureau

a. General principle governing submissions

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.

b. Manner of handling and forwarding nonevidentiary copies of publications

(1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Unit) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

(2) Each SAC and each legal attache must keep the Bureau, attention Central Research Unit, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.

(3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 278

JULY 28, 1969
MANUAL OF RULES AND REGULATIONS
REVISION 205

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 1 and 2

Part I

Section 5 - Pages 1 and 2

Section 11 - Pages 1 and 2
Pages 3 and 4
Page 5

Section 12 - Pages 5 and 6
Pages 6a and 6b

Part II

Section 3 - Pages 25 and 26

Section 4 - Pages 2a and 2b
Pages 7 and 8
Page 15
Pages 65 and 66

Section 6 - Pages 7 and 8

Section 7 - Pages 7 and 8
Pages 15 and 16
Pages 21 and 21a
Pages 31 and 32

Section 8 - Pages 1 and 1a

Section 9 - Pages 15d and 16
Page 25

Index

Pages 1 and 2
Pages 15 and 16
Pages 19 and 20
Pages 21 and 22
Pages 27 and 28 (Pages 26c,26d,26e, and 26f deleted)
Pages 28a and 28b
Pages 28c and 28d
Pages 31 and 32
Pages 37 and 38
Pages 39 and 40
Pages 45 and 46

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   Every six months a letter of justification[(FD-401)]should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. [Follow instructions set out in]section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

   Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 280

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 281

APRIL 25, 1969
MANUAL OF RULES AND REGULATIONS
REVISION 202

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part II

Section 3 - Page 11b
Pages 15b and 15c
Page 19
Pages 19a and 20
Pages 25 and 26
Pages 27 and 28

Section 4 - Pages 5 and 6
Pages 47 and 48
Pages 49 and 50
Pages 65 and 66

Section 6 - Pages 3b and 4

Section 7 - Pages 7 and 8
Page 8a
Pages 21b and 21c

Section 8 - Pages 1 and 1a
Pages 6a and 6b

Index

Pages 1 and 2
Page 14a
Pages 17 and 18
Pages 19 and 20
Pages 27 and 28
Pages 31 and 32
Pages 39 and 40

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 283

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

- Alcohol, Tobacco[and Firearms] Division
- Bureau of Customs
- Cooperative Credit Bureaus
- Duly Constituted Law Enforcement Officers
- FBINA Graduates
- Hotels
- Immigration and Naturalization Service
- Missions Providing Lodging
- Post Office Inspectors
- Postmasters
- Salvation Army
- Secret Service
- U. S. Marshals

(4) The following may appear on the list:

- Automobile Clubs
- Banks
- Car Rental Agencies
- County Attorneys
- County Coroners
- Credit Companies
- Detective Agencies
- Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
- Employment Service
- Fire Departments
- Forest Service
- Gunsmiths
- Insurance Companies
- Movie Studios
- Navy Shore Patrol
- Oil Company Special Agents
- Parole and Probation Officers
- Plant Quarantine Officers
- Protective Associations
- Race Tracks
- Savings and Loan Associations
- Service Recruiting Officers
- State Employment Offices
- State Hospitals for Insane
- Steamship Companies
- Telegraph Companies
- U. S. Attorneys
- U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 284

December 27, 1968
MANUAL OF RULES AND REGULATIONS
REVISION 198

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 7 and 8

Section 11 - Pages 3 and 4

Section 14 - Page 5
Pages 7 and 8
Pages 9 and 10

Part II

Section 6 - Pages 3b and 4

Section 7 - Pages 20a and 20b

Index

Pages 1 and 2
Page 14a
Pages 17 and 18
Pages 19 and 20

Very truly yours,

John Edgar Hoover

Director

Enclosures (11)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 286

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.
   a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on the list.
      (1) The quality of the assistance the addressee is in a position to give
      (2) The cooperation which has been afforded
      (3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	

      (4) The following may appear on the list:

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
[Car Rental Agencies]	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, [U. S. Air Force,] Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Commissioners

   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to the desirability of circularizing motels.
   e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 287

September 27, 1968
MANUAL OF RULES AND REGULATIONS
REVISION 195

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 1 and 2
Pages 5 and 6

Part I

Section 2 - Deleted

Section 12 - Page 1

Section 16 - Pages 1b and 2
Pages 3 and 3a

Part II

Section 3 - Page 3b
Pages 9 and 10
Pages 15 and 15a

Section 4 - Pages 49 and 50
Pages 65 and 66
Page 67

Section 5 - Pages 3b and 4

Section 6 - Pages 7 and 8

Section 7 - Pages 17 and 17a

Index

Pages 3 and 4
Pages 9 and 10
Pages 21 and 22
Pages 37 and 38
Pages 41 and 42

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every [six] months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. For security sources of information, see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 289

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 290

August 27, 1[illegible]
MANUAL OF RULES AND REGULATIONS
REVISION 194

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 12 - Pag~~e 1~~

Section 14 - Pages ~~15 and 16~~

Section 16 - Pages ~~1b and 2~~
Pages ~~3 and 3a~~

Part II

Section 3 - Pages ~~9 and 10~~
Pages ~~15 and 15a~~
Pages 15d and 16

Section 4 - Page ~~41-46~~

Section 6 - Pages ~~1 and 1a~~

Section 8 - Pages ~~3 and 4~~

Index

Pages ~~1 and 2~~
Pages ~~15 and 16~~
Pages 17 and 18
Pages ~~19 and 20~~
Pages ~~25 and 26~~
(Pages 24a and 24b deleted)
Pages ~~26a and 26b~~
Pages ~~26c and 26d~~
Pages ~~26e and 26f~~
Pages ~~45 and 46~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 292

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases,[either local or national, SACs may, when requested, make personal appearances for television and radio, provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

May 27, 1968
MANUAL OF RULES AND REGULATIONS
REVISION 191

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 6 - Pages ~~4c and 4d~~

Section 15 - Pages ~~1 and 2~~
Pages ~~3 and 4~~

Part II

Section 1 - Page ~~1~~

Section 3 - Pages ~~3 and 3a~~
Page ~~3b~~
Pages ~~3c and 4~~
Pages ~~15 and 15a~~
Pages ~~15b and 15c~~
Pages ~~25 and 26~~

Section 4 - Pages ~~29 and 30~~

Section 6 - Pages 3 and 3a
Pages ~~3b and 4~~

Section 7 - Pages ~~15 and 16~~
Pages ~~17 and 17a~~

Section 8 - Pages ~~1 and 1a~~

Section 9 - Pages ~~15d and 16~~

Index

Pages ~~1 and 2~~
Pages ~~5 and 6~~
Pages ~~17 and 18~~
Pages ~~25 and 26~~
(Pages 24c, 24d 24e, and 24f deleted)
Pages ~~26a and 26b~~
Pages ~~26c and 26d~~
Pages ~~31 and 32~~
Pages ~~37 and 38~~
Pages ~~41 and 42~~
Pages ~~45 and 46~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

Do not:

a. Identify law enforcement officers by name but by title and NA affiliation

b. Show aliases of subjects of Dependents Assistance Act of 1950

c. Show aliases of victims of WSTA cases

d. Use complicated sentence structure

e. Use technical references to statutes

f. Express personal opinions

g. Reveal identity of confidential informants

h. Use Bureau expressions like "the subject" and "the Bureau"

i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter

j. Use adjectives excessively

5. Transmittal

Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.

6. Dissemination

New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.

2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. [On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters.] In all instances [the circular] letter must include the following:

a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known

b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence

c. A statement that the matter is to be treated confidentially

d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety

e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 295

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

[[On March 1 of each year all field offices shall forward to the Bureau
[a communication pertaining to a list of law enforcement officials and
[agencies whose cooperation might be helpful. One of the two following
[procedures should be used:]
[a. [(1)] On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the of-
[ficials of each Department, [the list described above.] Indicate by an asterisk any change which was not previously called to the Bureau's attention.
[[(a)] Chiefs of police
[[(b)] Sheriffs
[[(c)] State police or highway patrol commanders and ranking officers in command of districts
[[(d)] U. S. Marshals and deputies
[[(e)] Ranking Federal law enforcement officers
[[(f)] Wardens of penal institutions
[[(g)] District attorneys or county prosecutors
[[(h)] Railway police (if desirable)
[[(i)] Officers receiving law enforcement bulletins
[[(j)] Any other officials who receive identification orders

[(2)] Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 296

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[[(3)] Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

[b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.]

NW 88321 DocId:32989529 Page 297

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
[Car Rental Agencies]
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, [U. S. Air Force,] Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 298

January 27, 1967

MANUAL OF RULES AND REGULATIONS
REVISION 174

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 5 and 6

Part I

Section 3 - Page 3

Section 5 - Pages 1 and 2
Pages 3 and 4
Pages 7b and 8

Section 6 - Pages 7 and 8
Pages 9 and 10

Section 12 - Pages 1a and 2
Pages 9 and 10

Section 14 - Pages 9 and 10

Section 16 - Pages 1 and 1a
Pages 3 and 3a
Pages 7 and 8

Part II

Section 1 - Pages 5a and 6

Section 2 - Pages 7a and 8
Pages 9 and 10

Section 3 - Pages 13b and 14
Pages 15 and 15a

Section 4 - Pages 63 and 64

Section 5 - Pages 3 and 3a

Section 6 - Pages 3a and 4

Section 7 - Pages 5 and 6 (Pages 6a
Pages 7 and 8 and 6b
Pages 9 and 10 deleted)
Page 11-14
Pages 23 and 24
Page 25
Pages 25a and 26
Pages 27 and 28
Pages 29 and 30
Pages 31 and 32

Section 8 - Pages 4a and 4b
Pages 7 and 8
Pages 9 and 10

Section 9 - Pages 1 and 2
Pages 3 and 4

Index

Pages 1 and 2
Page 4a
Pages 9 and 10
Pages 14a and 14b
Pages 17 and 18
Pages 23 and 24
Pages 31 and 32
Pages 32a and 32b
Pages 32c and 32d
Pages 39 and 40
Pages 41 and 42

Very truly yours,

John Edgar Hoover

Director

Enclosures (47)

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.

[5. [A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.]

[6.] Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.

[7.] Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa [zip code]	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa [zip code]	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa [zip code]	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 300

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.
   a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on the list.
      (1) The quality of the assistance the addressee is in a position to give
      (2) The cooperation which has been afforded
      (3) The following must appear on the list:
         Alcohol and Tobacco Tax Division
         Bureau of Customs
         Cooperative Credit Bureaus
         Duly Constituted Law Enforcement Officers
         FBINA Graduates
         Hotels
         Immigration and Naturalization Service
         Missions Providing Lodging
         Post Office Inspectors
         Postmasters
         Salvation Army
         Secret Service
         U. S. Marshals
      (4) The following may appear on the list:
         Automobile Clubs
         Banks
         [Car Rental Agencies]
         County Attorneys
         County Coroners
         Credit Companies
         Detective Agencies
         Enlistment Officers, [U. S. Air Force,] Army, Navy, Marine Corps
         Employment Service
         Fire Departments
         Forest Service
         Gunsmiths
         Insurance Companies
         Movie Studios
         Navy Shore Patrol
         Oil Company Special Agents
         Parole and Probation Officers
         Plant Quarantine Officers
         Protective Associations
         Race Tracks
         Savings and Loan Associations
         Service Recruiting Officers
         State Employment Offices
         State Hospitals for Insane
         Steamship Companies
         Telegraph Companies
         U. S. Attorneys
         U. S. Commissioners
   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to the desirability of circularizing motels.
   e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 301

December 29, 1967
MANUAL OF RULES AND REGULATIONS
REVISION 186

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 1 - Pages 1 and 2

Section 13 - Pages ~~7 and 8~~

Section 14 - Page ~~5~~
Pages ~~7 and 8~~
Pages ~~9 and 10~~

Part II

Section 3 - Pages ~~29 and 30~~

Section 4 - Pages ~~2a and 2b~~

Section 6 - Pages ~~7 and 8~~

Section 7 - Page ~~8a~~

Index

Pages ~~13 and 14~~
Pages ~~15 and 16~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (11)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. For security sources of information, see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
[2. A complete file review must be made[and an FD-9 submitted]on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
[[e. Results of Identification Division check]
[[f.] Derogatory information
[[g.] Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 303

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 304

March 28, 1966

MANUAL OF RULES AND REGULATIONS
REVISION 163

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 5 and 6

Part I

Section 2 - Pages 3 and 4

Section 3 - Page 3

Section 11 - Pages 3 and 4

Section 13 - Pages 3 and 4

Section 16 - Pages 1b and 2

Part II

Section 2 - Pages 7a and 8

Section 3 - Pages 1b and 2
Page 19
Pages 19a and 20

Section 4 - Pages 23 and 24

Section 5 - Page 2a
Pages 3 and 3a

Section 6 - Page 9

Index

Pages 3 and 4
Page 4a
Pages 7 and 8
Pages 13 and 14
Pages 15 and 16 (Pages 14c and 14d deleted)
Pages 17 and 18
Pages 18a and 18b
Pages 21 and 22
Pages 22a and 22b
Pages 25 and 26
Pages 35 and 36
Pages 37 and 38

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
   a. Federal judges
   b. U. S. Attorneys
   c. Only outstanding state judges
   d. Governors
   e. Leading state and county prosecutors
   f. State attorneys general
   g. Officers of the National Association of County and Prosecuting Attorneys
   h. Executive secretary of state chamber of commerce
   i. In the principal cities:
      (1) Mayors
      (2) Chiefs of police
      (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
      (4) Managers or owners of leading and most important radio stations
      (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
      (6) Executive secretary or director of chambers of commerce
      (7) Heads of Federal intelligence agencies
      (8) Outstanding leaders of Government and business
      (9) Heads of larger universities
      (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
      (11) Top representatives of airlines
      (12) Managers of leading airports
      (13) Top representatives of railroads
      (14) Managers of leading railroad stations
      (15) Top representatives of telephone companies
      (16) Top representatives of Western Union
      (17) Managers of the most outstanding and important hotels
      (18) Heads of better business bureaus
      (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

[M. [DELETED]

N. NEWS MEDIA CONTACTS
As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 306

December 27, [illegible]5

MANUAL OF RULES AND REGULATIONS
REVISION 160

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 10 - Page 2a

Part II

Section 3 - Pages 1 and 1a
Pages 15c and 16
Page 17
Pages 29 and 30

Section 4 - Pages 2c and 2d
Pages 3 and 4
Pages 11 and 12
Pages 23 and 24

Section 6 - Pages 1 and 1a

Section 9 - Pages 11 and 12
Pages 15b and 15c

Index

Pages 3 and 4
Pages 17 and 18

Very truly yours,

John Edgar Hoover

Director

Enclosures (14)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. Federal Firearms Act
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 308

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases, [either local or national, SACs may, when requested, make personal appearances for television and radio, provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

NW 88321 DocId:32989529 Page 309

March 29, 196[illegible]

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 151

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages ~~3 and 4~~
Pages ~~5 and 6~~

Part I

Section 4 - Pages ~~2a and 2b~~

Section 8 - Page ~~1~~
Pages ~~1a and 2~~
Page ~~3~~

Section 12 - Pages ~~5 and 6~~

Section 14 - Pages ~~3a and 4~~

Section 17 (New section)
Pages ~~1 and 2~~
Page ~~3~~

Part II

Section 2 - Pages ~~1c and 2~~
Pages ~~9 and 10~~

Section 3 - Pages ~~17 and 18~~

Section 4 - Pages ~~13 and 14~~
Pages ~~29 and 30~~
Page ~~65~~

Section 6 - Pages ~~1 and 1a~~
Pages ~~7 and 8~~

Section 7 - Pages ~~5 and 6~~

Section 8 - Pages 1 and 1a

Section 9 - Pages ~~3 and 4~~

Index - Pages ~~1 and 2~~
Page ~~2a~~
Pages ~~5 and 6~~ (Pages 6a and 6b deleted)
Pages ~~7 and 8~~
Pages ~~9 and 10~~
Pages ~~11 and 12~~
Pages ~~13 and 14~~
Pages ~~14a and 14b~~
Page ~~14c~~
Pages ~~35 and 36~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. Federal Firearms Act
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 311

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases,[television and radio media should be merely provided with a written copy of the press release, and]Bureau personnel should not submit to live, filmed,[or tape-recorded interviews of any kind in connection with it.] Tact and diplomacy must be exercised in declining to participate in such interviews.
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

NW 88321 DocId:32989529 Page 312

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.

3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. [For security sources of information,]see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed;[for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions.] If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
Use the following subheadings in the order given:
a. Description of proposed SAC contact
b. Services this contact can provide
c. Past relations with field office
d. Thumbnail sketch of known history
e. Derogatory information
f. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 313

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located[in areas regularly covered by road trips out of headquarters city or located]in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 314

June 29, 1964

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 142

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 1 - Pages 3 and 4
Pages 5 and 6

Section 4 - Pages 3 and 4

Section 12 - Pages 1a and 2
Pages 3 and 4

Section 14 - Pages 11c and 12

Part II

Section 3 - Pages 5a and 6
Pages 13 and 13a
Pages 13b and 14
Pages 15 and 15a
Pages 29 and 30

Section 4 - Pages 2a and 2b
Pages 2c and 2d
Pages 5 and 6
Pages 7 and 8
Pages 25a and 26
Pages 27 and 28
Pages 37 and 38
Pages 57a and 58

Section 6 - Page 9

Section 7 - Pages 3 and 4

Section 8 - Pages 11 and 12
Page 12a
Pages 21 and 22

Section 9 - Pages 15 and 15a
Pages 23 and 24

Index

Pages 11 and 12
Pages 17 and 18
Pages 19 and 20
Pages 23 and 24
Pages 37 and 38

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of airlines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. [The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.]

NW 88321 DocId:32989529 Page 316

May 27, 1964

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 141

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 5 - Page 7
Pages 7a and 8

Section 6 - Pages 7 and 8
Pages 9 and 10

Section 15 - Pages 1 and 2

Section 16 - Pages 1b and 2

Part II

Section 3 - Pages 9 and 10
Pages 13b and 14
Pages 15 and 15a
Pages 19 and 20
Pages 25 and 26
Pages 27 and 28

Section 4 - Pages 4a and 4b
Pages 25a and 26
Pages 37 and 38

Section 6 - Pages 1b and 2

Section 7 - Pages 23 and 24

Section 8 - Pages 1 and 1a
Page 3

Section 9 - Pages 23 and 24

Index - Pages 3 and 4
Pages 21 and 22
Pages 25 and 26
Pages 26a and 26b
(Page 30a deleted)
Pages 31 and 32
Pages 32a and 32b

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
[b. This file[may be destroyed when it is over five years old. Retain
[index cards.]
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 318

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES
   1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to
[any radio or television[appearance,]a manuscript of the[remarks]must be
[submitted for the Bureau's review and approval[unless previously approved
[Bureau material is utilized or the program is of an impromptu nature and
[time does not permit prior Bureau approval.] In some other cases involv-
[ing important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
   2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
   3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS
   1. Write-ups of interesting cases may be:
      a. Requested by the Bureau
      b. Voluntarily submitted by the office of origin
      c. Suggested by other offices
   2. They are prepared concerning cases of:
      a. Major importance
      b. Public interest
      c. Unusual and effective investigative techniques
      d. Novel investigations of human interest
   3. They are prepared:
      a. Double spaced
      b. Bureau file number to appear in upper left corner of first page
      c. Title includes names and aliases of convicted subjects
      d. Accurately
      e. After a review of the entire file
      f. In chronological or logical order, with all dates definite
      g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 319

January 27, 64

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 137

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 3 - Page 3

Section 12 - Page 6a

Section 16 - Pages 1b and 2

Part II

Section 3 - Pages 3 and 3a
Pages 3b and 4
Page 5
Pages 5a and 6
Pages 15 and 15a
Pages 25 and 26

Section 4 - Pages 2c and 2d
Page 25
Pages 25a and 26
Pages 35 and 36
Pages 37 and 38-46
Pages 47 and 48
Pages 59 and 60
Pages 63 and 64

Section 6 - Pages 5 and 5a

Section 7 - Pages 17 and 17a

Section 9 - Pages 7 and 8
Pages 11 and 12
Pages 15 and 15a
Pages 15b and 16
Pages 17 and 18
Pages 19 and 20
Pages 23 and 24

Index - Pages 5 and 6
Pages 7 and 8
Pages 13 and 14
Pages 15 and 16
Pages 27 and 28
Pages 29 and 30
Pages 31 and 32
Pages 35 and 36

Very truly yours,

John Edgar Hoover

Director

Enclosures (34)

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools <u>only</u> when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 321

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
   The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research[Unit)]unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention Central Research[Unit,]informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 322

October 28, 1963

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 134

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 2a and 2b
Pages 2c and 2d
Pages 7 and 8

Section 10 - Pages 3 and 4
Pages 11 and 12
Page 13

Section 12 - Pages 5 and 6

Part II

Section 3 - Pages 1 and 1a
Pages 3b and 4
Pages 5 and 6
Pages 25 and 26

Section 4 - Pages 49 and 50

Section 6 - Pages 5 and 5a

Section 7 - Pages 7 and 8-14
Pages 15 and 16
Pages 19 and 20

Section 8 - Pages 4a and 4b

Section 9 - Pages 15 and 15a
Pages 15b and 16

Index - Pages 3 and 4
Pages 9 and 10
Pages 11 and 12
Pages 17 and 18
Pages 21 and 22

Very truly yours,

John Edgar Hoover

Director

Enclosures (24)

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools <u>only</u> when there is some unusual feature about the publicity. <u>Examples</u>: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.

[d. [Show whether the matter mentioned is being investigated.]

[[e.] Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.

[[f.] Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.

[[g.] No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 324

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
   The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research[Unit)]unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention Central Research[Unit,]informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 325

September 27, 1963

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 133

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages ~~3 and 4~~

Part I

Section 3 - Page ~~3~~

Section 10 - Pages ~~3 and 4~~
Pages ~~11 and 12~~
Page ~~13~~

Section 12 - Pages ~~9 and 10~~

Section 15 - Pages ~~1 and 2~~
Pages ~~3 and 4~~
Pages ~~4a and 4b~~
Pages ~~4c and 4d~~
Page ~~4e~~
Pages ~~5 and 6~~
Pages ~~7 and 8~~
Page ~~9~~

Section 16 - Pages ~~3 and 3a~~

Part II

Section 6 - Page ~~3~~
Pages ~~3a and 4~~

Section 8 - Page ~~3~~
Pages ~~4a and 4b~~

Index - Pages ~~5 and 6~~
Pages ~~7 and 8~~
Pages ~~13 and 14~~
Pages ~~15 and 16~~
Pages ~~19 and 20~~
Pages ~~29 and 30~~
Pages ~~31 and 32~~
Pages ~~35 and 36~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

. Do not:

a. Identify law enforcement officers by name but by title and NA affiliation

b. Show aliases of subjects of Dependents Assistance Act of 1950

c. Show aliases of victims of WSTA cases

d. Use complicated sentence structure

e. Use technical references to statutes

f. Express personal opinions

g. Reveal identity of confidential informants

h. Use Bureau expressions like "the subject" and "the Bureau"

i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter

j. Use adjectives excessively

5. Transmittal

Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.

6. Dissemination

New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.

2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. [On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters.] In all instances[the circular]letter must include the following:

a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known

b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence

c. A statement that the matter is to be treated confidentially

d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety

e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 327

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 328

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
[[Car Rental Agencies]
County Attorneys
County Coroners
Credit Companies
Detective Agencies
[Enlistment Officers,[U. S. Air
[Force,]Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 329

July 26, 1963

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 130

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 2a and 2b
Pages 2c and 2d

Section 5 - Pages 7 and 8

Section 10 - Pages 3 and 4
Page 11

Section 14 - Pages 10a and 10b
Pages 11c and 12

Part II

Section 1 - Pages 3 and 4
Page 5

Section 2 - Pages 1e and 2

Section 3 - Pages 5 and 6
Pages 13a and 14
Pages 15c and 16
Pages 17 and 18

Section 4 - Pages 37 and 38-46
Pages 51 and 52
Pages 53 and 54
Pages 59 and 60
Pages 61 and 62

Section 6 - Pages 5 and 5a
Pages 7 and 8

Section 8 - Pages 1 and 1a
Pages 6a and 6b

Index - Pages 1 and 2
Pages 3 and 4
Pages 7 and 8
Pages 11 and 12
Pages 17 and 18

Very truly yours,

John Edgar Hoover

Director

Enclosures (28)

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   [d. [Show whether the matter mentioned is being investigated.]
   [[e.] Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   [[f.] Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   [[g.] No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 331

[[h.] If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.

[[i.] Mounted clippings should read from top to bottom, column by column, from left to right.

[[j.] All clippings must be complete.

[[k.] Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.

[[l.] Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
      The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Section) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Section, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 332

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, 3b, volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
[4. Gifts [should not be given to sources since such actions might be
[misconstrued.]

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
Use the following subheadings in the order given:
a. Description of proposed SAC contact
b. Services this contact can provide
c. Past relations with field office
d. Thumbnail sketch of known history
e. Derogatory information
f. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 333

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located[in areas regularly covered by road trips out of headquarters city or located]in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 334

March 29, 1963

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 126

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 3 and 4

Part I

Section 1 - Pages 1 and 2

Section 4 - Pages 2a and 2b
Pages 2c and 2d
Pages 3 and 4
Pages 5 and 5a

Section 12 - Pages 1 and 2
Pages 9 and 10

Section 14 - Pages 1 and 2
Page 3
Pages 3a and 4

Section 16 - Pages 7 and 8
Page 9

Part II

Section 2 - Pages 1 and 1a
Pages 5b and 6

Section 3 - Pages 3b and 4
Pages 13a and 14
Pages 15 and 15a

Section 4 - Pages 3 and 4
Page 12a
Pages 15a and 16
Pages 17 and 18
Pages 29 and 30
Pages 35 and 36
Pages 47 and 48
Pages 49 and 50

Section 6 - Pages 1b and 2

Section 7 - Pages 7 and 8
Pages 9 and 10
Pages 11 and 12
Pages 14i and 14j
Pages 14k and 14l

Index - Pages 1 and 2
Pages 5 and 6
Pages 9 and 10
Pages 17 and 18
Pages 19 and 20
Pages 23 and 24
Pages 26a and 26b
Pages 31 and 32

Very truly yours,

John Edgar Hoover

Director

Enclosures (40)

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. [For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.]
   b. This file is to be kept permanently.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 336

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to
[any radio or television[appearance,]a manuscript of the[remarks]must be
[submitted for the Bureau's review and approval[unless previously approved
[Bureau material is utilized or the program is of an impromptu nature and
[time does not permit prior Bureau approval.] In some other cases involv-
[ing important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.

2. Copy of Bureau letter approving speaker should be placed in his field personnel file.

3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 337

October 29, 1962

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 121

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 2 - Pages ~~1 and 2~~

Section 10 - Pages ~~1 and 2~~

Section 13 - Pages ~~1a and 2~~
Page ~~7~~

Section 14 - Pages ~~1 and 2~~
Pages ~~3a and 4~~
Pages ~~10a and 10b~~
Pages ~~11 and 11a~~
Page ~~11b~~
Pages ~~11c and 12~~

Part II

Section 1 - Pages ~~3 and 4~~
Pages ~~5a and 6~~
Pages ~~7 and 8~~
Pages ~~9a and 10~~

Section 3 - Pages ~~19 and 20~~

Section 4 - Pages ~~2a and 2b~~
Pages ~~2c and 2d~~
Page ~~12a~~
Pages ~~19 and 20~~
Pages ~~21 and 22~~
Page ~~22a~~
Pages ~~33 and 34~~
Pages ~~35 and 36~~
Pages ~~49 and 50~~

Section 6 - Pages 5c and 6

Section 7 - Pages ~~7 and 8~~
Pages ~~9 and 10~~
Pages ~~11 and 12~~
Pages ~~13 and 14~~
Pages ~~14a and 14b~~
Pages ~~14c and 14d~~
Pages ~~14e and 14f~~
Pages ~~14g and 14h~~
Pages ~~14i and 14j~~
Pages ~~14k and 14l~~
Pages ~~14m and 14n~~
Pages ~~14o and 14p~~

Section 8 - Pages ~~21 and 22~~
Pages ~~25 and 26~~

Section 9 - Pages ~~17 and 18~~
Pages ~~21 and 22~~

Index - Pages ~~9 and 10~~
Pages ~~13 and 14~~
Pages ~~19 and 20~~
Pages ~~25 and 26~~
Pages ~~27 and 28~~
Pages ~~33 and 34~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (47)

NW 88321 DocId:32989529 Page 338

I. VISITS TO FIELD OFFICES
1. Non-Bureau governmental officials
   a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
   b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
   a. Be courteous.
   b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
   c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
   d. Advise the Bureau in case of doubt.

J. MISCELLANEOUS
[1. [Firearms, defensive tactics,]and disarming demonstrations
   Are to be confined to law enforcement groups.
2. Credentials
   Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
   a. Contact with
      (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
      (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
      (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

NW 88321 DocId:32989529 Page 339

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

b. Visits to Washington
When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

[When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the[head of
[the]Training Division, Room[5234,]Justice Building.

c. Letters of commendation, congratulations, appreciation, and condolence
When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

4. Inquiries concerning status of Bureau cases
When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.

5. U. S. Cabinet officers, Senators, and Congressmen
If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

K. SOURCES OF INFORMATION

Definition
An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

1. Index
Index card (3 by 5 inches) must be made up to contain:
   a. Names
   b. Addresses
   c. Organization or concern
   d. Type of information furnished
   e. Date of development

NW 88321 DocId:32989529 Page 340

June 27, 1962

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 117

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 5 and 6

Part I

Section 1 - Pages 1 and 2
Pages 3 and 4

Section 14 - Pages 1 and 2

Part II

Section 2 - Pages 1d and 2
Pages 5 and 5a
Pages 5b and 6
Page 7
Pages 7a and 8

Section 3 - Pages 13d and 14
Pages 15 and 15a

Section 4 - Pages 3 and 4
Page 8e
Page 65

Section 6 - Pages 1b and 2
Page 9

Section 7 - Pages 3 and 4
Pages 5 and 6
Pages 7 and 8
Pages 9 and 10
Pages 11 and 12
Pages 13 and 14
Pages 14a and 14b
Pages 14c and 14d
Pages 14e and 14f
Pages 14g and 14h
Pages 14i and 14j
Page 14k
Pages 15 and 16
Page 17
Pages 17a and 18
Pages 19 and 20
Pages 25 and 26
Pages 27 and 28

Section 8 - Pages 4a and 4b

Section 9 - Pages 1 and 2
Pages 15b and 16

Index - Pages 5 and 6
Pages 11 and 12
Pages 13 and 14
Pages 19 and 20
Pages 23 and 24
Pages 25 and 26
Pages 26a and 26b
Pages 27 and 28
Page 28a

Very truly yours,

John Edgar Hoover

Director

Enclosures (46)

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. [For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.]
   b. This file is to be kept permanently.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 342

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 343

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of air lines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously
[effective. [Annually, on May 15,]the SAC must advise the Bureau of the
[number of newspapers[and radio and television stations]in his territory, the number with which he has had contact or with which representatives of his office have made contact, and the steps he is taking to insure maximum effectiveness of this type of contact, as well as what material other than
[spot news items was furnished to these[media;]e.g., the Director's Introduction in the FBI Law Enforcement Bulletin each month.

NW 88321 DocId:32989529 Page 344

April 30, 1962

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 115

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 1 and 2
Pages 3 and 4

Part I

Section 3 - Pages 1 and 2
Page 3

Section 6 - Pages 4a and 4b

Section 8 - Page 3
Pages 3a and 4

Section 10 - Pages 3 and 4 (Page 3a deleted)
Pages 5 and 6
Pages 7 and 8
Pages 9 and 10

Section 14 - Page 3
Pages 3a and 4

Section 16 - Pages 1 and 1a
Pages 1b and 2
Pages 7 and 8

Part II

Section 1 - Pages 5a and 6

Section 3 - Pages 1 and 1a
Pages 3b and 4
Pages 5 and 6
Pages 11 and 11a
Pages 13a and 14
Pages 15 and 15a
Pages 17 and 18

Section 4 - Page 4a
Pages 5 and 6
Pages 7 and 8
Pages 19 and 20
Pages 21 and 22
Page 25
Pages 25a and 26
Pages 33 and 34
Pages 37 and 38-46
Pages 49 and 50

Section 5 - Pages 3b and 4
Pages 9 and 10

Section 6 - Pages 1b and 2
Pages 5 and 5a

Section 7 - Pages 15 and 16
Pages 35 and 36

Section 8 - Pages 6a and 6b
Pages 7 and 8
Pages 13 and 14
Pages 15 and 16
Page 17
Pages 17a and 18
Pages 19 and 20
Pages 23 and 24
Pages 25 and 26

Section 9 - Pages 13 and 14
Pages 19 and 20

Index - Pages 15 and 16

Very truly yours,

John Edgar Hoover

Director

Enclosures (52)

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
    a. Foreword by the Director
    b. Interesting case write-ups
    c. Articles which might assist law enforcement officers
    d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
    [Limited] to law enforcement officers and others engaged in [or having a legitimate interest in] law enforcement work
3. Filing and indexing
    a. In a 66 classification file, bound on the side, and fully indexed Informative matter to be indexed under subject matter.
    b. This file is to be kept permanently.
    c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 346

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 347

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings,[other than items bearing the date line of a national wire service, should be submitted when they concern]
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      [(10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.]
2. Method of preparation for transmittal
   a. Mount the clipping on[form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   e. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   f. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 348

[g. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.

[h. Mounted clippings should read from top to bottom, column by column, from left to right.

[i. All clippings must be complete.

[j. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.]

[k.] Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local[paper.] Forward clippings from resident agencies the day they arrive[at] headquarters city.

3. Resident Agents must be alert for material appearing in the local press.

4. Submission of publications of security interest to the Bureau

a. General principle governing submissions

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.

b. Manner of handling and forwarding nonevidentiary copies of publications

(1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Section) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

(2) Each SAC and each legal attache must keep the Bureau, attention Central Research Section, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.

(3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 349

February 27, 19

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 113

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 1 and 2
Pages 5 and 6

Part I

Section 1 - Pages 3 and 4
Page 5

Section 14 - Pages 13a and 14
Page 15

Part II

Section 3 - Pages 5 and 6
Pages 7b and 8
Pages 11c and 12
Pages 15 and 15a
Pages 21 and 22
Page 23-24

Section 4 - Pages 19 and 20
Pages 27 and 28
Pages 37 and 38-46
Pages 57 and 58

Section 5 - Page 11

Section 6 - Pages 3a and 4

Section 7 - Pages 5 and 6

Section 8 - Pages 1 and 1a

Section 9 - Pages 19 and 20

Index - Pages 9 and 10

Very truly yours,

John Edgar Hoover

Director

Enclosures (22)

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. [Indicate by an asterisk any change which was not previously called to the Bureau's attention.]
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.
   a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on the list.
      (1) The quality of the assistance the addressee is in a position to give
      (2) The cooperation which has been afforded
      (3) The following must appear on the list:
         Alcohol and Tobacco Tax Division
         Bureau of Customs
         Cooperative Credit Bureaus
         Duly Constituted Law Enforcement Officers
         FBINA Graduates
         Hotels
         Immigration and Naturalization Service
         Missions Providing Lodging
         Post Office Inspectors
         Postmasters
         Salvation Army
         Secret Service
         U. S. Marshals
      (4) The following may appear on the list:
         Automobile Clubs
         Banks
         [Car Rental Agencies]
         County Attorneys
         County Coroners
         Credit Companies
         Detective Agencies
         Enlistment Officers, [U. S. Air Force,] Army, Navy, Marine Corps
         Employment Service
         Fire Departments
         Forest Service
         Gunsmiths
         Insurance Companies
         Movie Studios
         Navy Shore Patrol
         Oil Company Special Agents
         Parole and Probation Officers
         Plant Quarantine Officers
         Protective Associations
         Race Tracks
         Savings and Loan Associations
         Service Recruiting Officers
         State Employment Offices
         State Hospitals for Insane
         Steamship Companies
         Telegraph Companies
         U. S. Attorneys
         U. S. Commissioners
   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to the desirability of circularizing motels.
   e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 352

January 29, 196

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 112

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 3 - Pages 1 and 2

Section 4 - Pages 2a and 2b
Pages 5b and 6
Pages 7 and 8

Section 10 - Pages 1 and 2
Page 3
Pages 3a and 4

Section 13 - Pages 5 and 6
Page 7

Section 14 - Page 11b
Pages 11c and 12
Pages 13a and 14

Section 16 - Pages 5 and 6

Part II

Section 1 - Page 1
Pages 1a and 2

Section 3 - Pages 3 and 3a
Pages 15b and 16

Section 4 - Pages 15a and 16
Pages 17 and 18
Pages 19 and 20
Pages 25 and 26
Pages 29 and 30

Section 6 - Pages 3a and 4
Pages 5c and 6

Section 7 - Pages 35 and 36

Section 8 - Pages 3a and 4
Pages 6a and 6b
Pages 9 and 10
Pages 11 and 12
Pages 13 and 14
Pages 15 and 16

Section 9 - Pages 17 and 18

Index - Pages 19 and 20

Very truly yours,

John Edgar Hoover

Director

Enclosures (33)

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. [Indicate by an asterisk any change which was not previously called to the Bureau's attention.]
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 354

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. [A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
[State Employment Offices]
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 355

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
   a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
   b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
   a. Be courteous.
   b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
   c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
   d. Advise the Bureau in case of doubt.

J. MISCELLANEOUS

1. Disarming demonstrations
   Are to be confined to law enforcement groups.
2. Credentials
   Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
   a. Contact with
      (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
      (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
      (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

NW 88321 DocId:32989529 Page 356

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

b. Visits to Washington

When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the Assistant Director, Training and Inspection Division, Room 5256, Justice Building.

c. Letters of commendation, congratulations, appreciation, and condolence

When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

4. [Inquiries concerning status of Bureau cases

When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.]

5. U. S. Cabinet officers, Senators, and Congressmen

If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

K. SOURCES OF INFORMATION

Definition

An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

1. Index

Index card (3 by 5 inches) must be made up to contain:

a. Names
b. Addresses
c. Organization or concern
d. Type of information furnished
e. Date of development

NW 88321 DocId:32989529 Page 357

January 27, 1961

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 100

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 1 and 2
Pages 3 and 4

Part I

Section 3 - Pages 1 and 2
Page 3

Section 4 - Pages 11 and 12
Page 13
Pages 13a and 14

Section 10 - Page 2a

Section 11 - Pages 1 and 2
Pages 3 and 4

Section 14 - Pages 11 and 11a
Page 11b
Pages 11c and 12
Page 13

Part II

Section 3 - Pages 3 and 3a
Pages 3b and 4
Pages 7a and 8

Section 4 - Pages 29 and 30

Section 6 - Pages 3a and 4

Section 7 - Pages 15 and 16

Section 9 - Pages 21 and 22

Index - Pages 5 and 6
Pages 13 and 14
Pages 17 and 18
Pages 19 and 20
Pages 23 and 24
Pages 29 and 30
Page 35

Very truly yours,

John Edgar Hoover

Director

Enclosures (28)

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   [b. Changes in the list are to be reported [in duplicate] to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

[[Page No.]	City	Deleted	Added	Remarks
[[4]	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
[[7]	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
[[3]	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 359

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.
[A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
b. Decide what organizations, individuals, or concerns are to appear on the list.
   (1) The quality of the assistance the addressee is in a position to give
   (2) The cooperation which has been afforded
   (3) The following must appear on the list:
   - Alcohol and Tobacco Tax Division
   - Bureau of Customs
   - Cooperative Credit Bureaus
   - Duly Constituted Law Enforcement Officers
   - FBINA Graduates
   - Hotels
   - Immigration and Naturalization Service
   - Missions Providing Lodging
   - Post Office Inspectors
   - Postmasters
   - Salvation Army
   - Secret Service
   - U. S. Marshals

   (4) The following may appear on the list:
   - Automobile Clubs
   - Banks
   - County Attorneys
   - County Coroners
   - Credit Companies
   - Detective Agencies
   - Enlistment Officers, U. S. Army, Navy, Marine Corps
   - Employment Service
   - Fire Departments
   - Forest Service
   - Gunsmiths
   - Insurance Companies
   - Movie Studios
   - Navy Shore Patrol
   - Oil Company Special Agents
   - Parole and Probation Officers
   - Plant Quarantine Officers
   - Protective Associations
   - Race Tracks
   - Savings and Loan Associations
   - Service Recruiting Officers
   - [State Employment Offices]
   - State Hospitals for Insane
   - Steamship Companies
   - Telegraph Companies
   - U. S. Attorneys
   - U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
d. Give consideration to the desirability of circularizing motels.
e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 360

October 27, 196

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 109

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 5 and 6

Part I

Section 1 - Pages 3 and 4

Section 3 - Pages 1 and 2

Section 9 - Pages 1 and 2
Pages 3 and 4

Section 10 - Page 2a

Section 12 - Pages 1 and 2

Section 15 - Pages 1 and 2

Section 16 - Page 3
Pages 3a and 4

Part II

Section 3 - Pages 11c and 12
Pages 25 and 26

Section 6 - Page 9

Section 7 - Pages 5 and 6
Page 21b
Pages 29 and 30

Section 8 - Pages 1 and 1a

Section 9 - Pages 15 and 15a
Pages 15b and 16
Pages 19 and 20

Index - Pages 11 and 12
Pages 13 and 14
Pages 23 and 24
Pages 25 and 26
Page 26a
Pages 27 and 28

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of air lines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

[N. NEWS MEDIA CONTACTS

[As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. Each 90 days (November 15, February 15, May 15, August 15), the SAC must advise the Bureau of the number of newspapers in his territory, the number with which he has had contact or with which representatives of his office have made contact, and the steps he is taking to insure maximum effectiveness of this type of contact, as well as what material other than spot news items was furnished to these newspapers; e.g., the Director's Introduction in the FBI Law Enforcement Bulletin each month.]

NW 88321 DocId:32989529 Page 362

November 28, 1960

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 98 *Obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 3 and 4
Page 5

Section 12 - Pages 1 and 2

Section 16 - Pages 5 and 6

Part II

Section 2 - Page 4a
Pages 9 and 10

Section 3 - Pages 25 and 26

Section 4 - Pages 3 and 4
Pages 7 and 8
Pages 13 and 14
Pages 27 and 28
Pages 29 and 30
Pages 35 and 36
Pages 37 and 38-46
Pages 49 and 50
Pages 57 and 58

Section 6 - Pages 7 and 8

Section 7 - Pages 15 and 16

Section 9 - Pages 7 and 8
Pages 9 and 10
Pages 13 and 14
Page 15
Pages 15a and 16
Pages 17 and 18
Pages 19 and 20
Pages 21 and 22

Index - Pages 7 and 8

Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N,[3b,]volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
   Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Derogatory information
   f. Recommendation of SAC

   Submit an original and two copies,[but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved,[the single-page]copy is to be stamped approved and returned to the field. If the contact is not approved, a[letter]is to be submitted to the field stating why the individual cannot be used as an SAC contact.

   SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 364

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located[in areas regularly covered by road trips out of headquarters city or located]in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 365

September 30, 1960

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 95

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 3 and 4
Pages 9 and 10
Pages 11 and 12
Pages 13 and 14
Pages 15 and 16

Section 11 - Pages 1 and 2
Pages 3 and 4

Section 12 - Pages 7 and 8
Pages 9 and 10

Part II

Section 1 - Page 5

Section 2 - Pages 1d and 2
Pages 5a and 6

Section 3 - Pages 1b and 2
Page 3
Pages 3a and 4
Pages 5 and 6
Pages 13a and 14
Pages 15 and 15a

Section 4 - Pages 29 and 30
Pages 47 and 48

Section 5 - Pages 7 and 8

Section 6 - Pages 1b and 2
Page 3
Pages 7 and 8
Page 9

Section 7 - Page 6a
Pages 17a and 18
Pages 19 and 20
Page 20a
Page 21b
Pages 35 and 36

Section 8 - Pages 1a and 2

Section 9 - Pages 21 and 22

Very truly yours,

John Edgar Hoover

Director

Enclosures (33)

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
    a. Foreword by the Director
    b. Interesting case write-ups
    c. Articles which might assist law enforcement officers
    d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
    Restricted to law enforcement officers and others engaged in law enforcement work
3. Filing and indexing
    a. In a 66 classification file, bound on the side, and fully indexed Informative matter to be indexed under subject matter.
    b. This file is to be kept permanently.
    c. [Current copy should be placed]in bookcase, available to all Agents.

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 368

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

[i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.]

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively
5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
6. Dissemination
   New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS
1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. In all instances this letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

   In all other instances, including requests for circularization in other field divisions, prior Bureau approval must be obtained in accordance with existing rules governing circular letters.
3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.

NW 88321 DocId:32989529 Page 369

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N,[3b,]volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
Use the following subheadings in the order given:
a. Description of proposed SAC contact
b. Services this contact can provide
c. Past relations with field office
d. Thumbnail sketch of known history
e. Derogatory information
f. Recommendation of SAC

Submit an original and two copies,[but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved,[the single-page]copy is to be stamped approved and returned to the field. If the contact is not approved, a[letter]is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 370

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. [SAC contacts located in headquarters city must be contacted at least three times each year; those located in resident agencies must be contacted at least two times each year.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 371

[[13.] Additional persons to be contacted shortly after the arrival of the SAC include:

a. Federal judges
b. U. S. Attorneys
c. Only outstanding state judges
d. Governors
e. Leading state and county prosecutors
f. State attorneys general
g. Officers of the National Association of County and Prosecuting Attorneys
h. Executive secretary of state chamber of commerce
i. In the principal cities:
   (1) Mayors
   (2) Chiefs of police
   (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
   (4) Managers or owners of leading and most important radio stations
   (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
   (6) Executive secretary or director of chambers of commerce
   (7) Heads of Federal intelligence agencies
   (8) Outstanding leaders of Government and business
   (9) Heads of larger universities
   (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
   (11) Top representatives of air lines
   (12) Managers of leading airports
   (13) Top representatives of railroads
   (14) Managers of leading railroad stations
   (15) Top representatives of telephone companies
   (16) Top representatives of Western Union
   (17) Managers of the most outstanding and important hotels
   (18) Heads of better business bureaus
   (19) Heads of leading banks

[[14.] Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.

[[15.] Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

NW 88321 DocId:32989529 Page 372

August 26, 1960

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 94

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
- Section 4 - Pages 1 and 2
- Section 6 - Pages 3 and 4
- Section 8 - Pages 1 and 2
  - Pages 3 and 4

Part II
- Section 2 - Pages 1d and 2
  - Page 4a
- Section 6 - Page 3
- Section 7 - Page 21b
- Section 8 - Pages 4c and 4d
  - Pages 5 and 6
  - Pages 17 and 18
  - Pages 19 and 20
- Section 9 - Pages 15a and 16

Very truly yours,

John Edgar Hoover

Director

Enclosures (13)

d. Accurately
e. After a review of the entire file
f. In chronological or logical order, with all dates definite
g. Showing the actual time which is to be served under sentence
h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively
5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
[[6. Dissemination
[New ones issued by the Bureau should be carefully reviewed for possible
[interest to feature writers in field office territory and consideration
[given to supplying them to appropriate writers. If there is an appreci-
[able passage of time after issuance, obtain Bureau approval before re-
[lease. Pertinent photographs, if available, will be furnished by the
[Bureau on request.]

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS
1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. In all instances this letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

   In all other instances, including requests for circularization in other field divisions, prior Bureau approval must be obtained in accordance with existing rules governing circular letters.
3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.

NW 88321 DocId:32989529 Page 374

July 27, 1960

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 93

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 1 and 2

Part I

Section 3 - Pages 1 and 2

Section 4 - Pages 1 and 2
Pages 2a and 2b
Page 5
Pages 5a and 6

Section 6 - Pages 1 and 2
Pages 4a and 4b
Pages 5 and 6
Pages 7 and 8
Page 9

Section 10 - Pages 3 and 4

Part II

Section 1 - Page 1
Pages 1a and 2
Pages 9 and 10

Section 2 - Page 5
Pages 5a and 6
Pages 7 and 8

Section 3 - Pages 1 and 1a

Section 4 - Pages 7 and 8
Pages 29 and 30
Pages 63 and 64

Section 6 - Pages 3a and 4

Section 8 - Page 1
Pages 1a and 2

Index - Pages 5 and 6

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 376

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.
[[[[[A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]
   a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on the list.
      (1) The quality of the assistance the addressee is in a position to give
      (2) The cooperation which has been afforded
      (3) The following must appear on the list:
         Alcohol and Tobacco Tax Division
         Bureau of Customs
         Cooperative Credit Bureaus
         Duly Constituted Law Enforcement Officers
         FBINA Graduates
         Hotels
         Immigration and Naturalization Service
         Missions Providing Lodging
         Post Office Inspectors
         Postmasters
         Salvation Army
         Secret Service
         U. S. Marshals
      (4) The following may appear on the list:
         Automobile Clubs
         Banks
         County Attorneys
         County Coroners
         Credit Companies
         Detective Agencies
         Enlistment Officers, U. S. Army, Navy, Marine Corps
         Employment Service
         Fire Departments
         Forest Service
         Gunsmiths
         Insurance Companies
         Movie Studios
         Navy Shore Patrol
         Oil Company Special Agents
         Parole and Probation Officers
         Plant Quarantine Officers
         Protective Associations
         Race Tracks
         Savings and Loan Associations
         Service Recruiting Officers
         [[State Employment Offices]
         State Hospitals for Insane
         Steamship Companies
         Telegraph Companies
         U. S. Attorneys
         U. S. Commissioners
   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to the desirability of circularizing motels.
   e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 377

April 29, 1960

MANUAL OF RULES AND REGULATIONS
Revision Number 90

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part II

Section 2 - Page 5

Section 3 - Pages 1 and 1a
Pages 5 and 6

Section 4 - Pages 7 and 8

Section 6 - Pages 7 and 8
Page 9

Section 7 - Page 6a
Pages 7 and 8
Pages 15 and 16
Pages 25 and 26

Section 8 - Pages 17 and 18

Section 9 - Pages 7 and 8
Pages 15 and 16
Pages 17 and 18
Pages 19 and 20
Pages 21 and 22
Pages 23 and 24

Index - Pages 7 and 8

Very truly yours,

John Edgar Hoover

Director

Enclosures (18)

NW 88321 DocId:32989529 Page 378

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.

3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N,[3b,]volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Derogatory information
   f. Recommendation of SAC

Submit an original and two copies,[but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved,[the single-page]copy is to be stamped approved and returned to the field. If the contact is not approved, a[letter]is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 379

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
8. Advise Bureau promptly of changes of addresses or status of SAC contacts.
9. [Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
10. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.]
11. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 380

12. Additional persons to be contacted shortly after the arrival of the SAC include:
   a. Federal judges
   b. U. S. Attorneys
   c. Only outstanding state judges
   d. Governors
   e. Leading state and county prosecutors
   f. State attorneys general
   g. Officers of the National Association of County and Prosecuting Attorneys
   h. Executive secretary of state chamber of commerce
   i. In the principal cities:
      (1) Mayors
      (2) Chiefs of police
      (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
      (4) Managers or owners of leading and most important radio stations
      (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
      (6) Executive secretary or director of chambers of commerce
      (7) Heads of Federal intelligence agencies
      (8) Outstanding leaders of Government and business
      (9) Heads of larger universities
      (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
      (11) Top representatives of air lines
      (12) Managers of leading airports
      (13) Top representatives of railroads
      (14) Managers of leading railroad stations
      (15) Top representatives of telephone companies
      (16) Top representatives of Western Union
      (17) Managers of the most outstanding and important hotels
      (18) Heads of better business bureaus
      (19) Heads of leading banks

13. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
14. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each [year[showing]that the above American Legion officials have been contacted.

NW 88321 DocId:32989529 Page 381

February 29, 1960

MANUAL OF RULES AND REGULATIONS
Revision Number 88

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages ~~3 and 4~~
Page ~~5~~

Part I

Section 3 - Pages ~~1 and 2~~

Section 6 - Pages ~~4a and 4b~~

Section 8 - Pages ~~1 and 2~~

Section 12 - Pages ~~3 and 4~~
Pages ~~5 and 6~~
Pages ~~7 and 8~~

Part II

Section 1 - Pages ~~5a and 6~~
Pages ~~6a and 6b~~

Section 2 - Pages ~~3 and 4~~
Pages ~~9 and 10~~
Page ~~11~~

Section 3 - Pages ~~1b and 2~~
Page ~~3~~
Pages ~~11 and 11a~~
Pages ~~11c and 12~~
Page ~~13~~
Pages ~~13a and 14~~
Pages ~~29 and 30~~

Part II (continued)

Section 4 - Pages ~~1a and 2~~
Pages ~~2a and 2b~~
Page ~~2c~~
Pages ~~3 and 4~~
Page ~~4a~~
Pages ~~5 and 6~~
Pages ~~7 and 8~~
Pages ~~9 and 10~~
Pages ~~17 and 18~~
Pages ~~21 and 22~~
Pages ~~25 and 26~~
Pages 31 and 32
Pages ~~35 and 36~~
Pages ~~49 and 50~~
Pages ~~51 and 52~~
Pages ~~59 and 60~~
Pages ~~63 and 64~~

Section 6 - Pages ~~3a and 4~~
Pages ~~7 and 8~~

Section 8 - Pages ~~19 and 20~~
Pages 21 and 22
Page ~~22a~~

Section 9 - Pages ~~11 and 12~~
Pages ~~15 and 16~~

Index - Pages ~~7 and 8~~
Pages ~~15 and 16~~
Pages ~~17 and 18~~
Pages ~~19 and 20~~
Page ~~20a~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (49)

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 383

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

[[e. Veterans Administration (VA) installations should be circularized on
[identification order fugitives who are veterans. Office of origin
[has responsibility for instructing other offices to initiate distribution to VA installations in such cases.]

NW 88321 DocId:32989529 Page 384

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial [sources of information. See section 107N,[3b,]volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
Use the following subheadings in the order given:
a. Description of proposed SAC contact
b. Services this contact can provide
c. Past relations with field office
d. Thumbnail sketch of known history
e. Derogatory information
f. Recommendation of SAC

[Submit an original and two copies,[but one of the copies should consist
[only of the first page of the communication.] If the SAC contact is
[approved,[the single-page]copy is to be stamped approved and returned
[to the field. If the contact is not approved, a[letter]is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 385

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by 5-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. Advise Bureau immediately when a contact is discontinued UACB. [If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
8. Advise Bureau promptly of changes of addresses or status of SAC contacts.]
9. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.
10. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
       (1) Mayors
       (2) Chiefs of police
       (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
       (4) Managers or owners of leading and most important radio stations
       (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
       (6) Executive secretary or director of chambers of commerce
       (7) Heads of Federal intelligence agencies
       (8) Outstanding leaders of Government and business
       (9) Heads of larger universities
       (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
       (11) Top representatives of air lines
       (12) Managers of leading airports
       (13) Top representatives of railroads
       (14) Managers of leading railroad stations
       (15) Top representatives of telephone companies
       (16) Top representatives of Western Union
       (17) Managers of the most outstanding and important hotels
       (18) Heads of better business bureaus
       (19) Heads of leading banks

NW 88321 DocId:32989529 Page 386

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. [Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above.] Sub-A files may be used when the number of replies [to be filed] is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

   On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.

   a. Chiefs of police
   b. Sheriffs
   c. State police or highway patrol commanders and ranking officers in command of districts
   d. U. S. Marshals and deputies
   e. Ranking Federal law enforcement officers
   f. Wardens of penal institutions
   g. District attorneys or county prosecutors
   h. Railway police (if desirable)
   i. Officers receiving law enforcement bulletins
   j. Any other officials who receive identification orders
      (1) Changes in the list are to be reported to the Bureau as they occur.
      (2) The list is to be forwarded to the Bureau on March 1 in duplicate.
      (3) Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 387

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.
   a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on the list.
      (1) The quality of the assistance the addressee is in a position to give
      (2) The cooperation which has been afforded
      (3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	

      (4) The following may appear on the list:

Automobile Clubs	Movie Studios
Banks	Navy Shore Patrol
County Attorneys	Oil Company Special Agents
County Coroners	Parole and Probation Officers
Credit Companies	Plant Quarantine Officers
Detective Agencies	Protective Associations
Enlistment Officers, U. S. Army, Navy, Marine Corps	Race Tracks
Employment Service	Savings and Loan Associations
Fire Departments	Service Recruiting Officers
Forest Service	State Hospitals for Insane
Gunsmiths	Steamship Companies
Insurance Companies	Telegraph Companies
	U. S. Attorneys
	U. S. Commissioners

   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to the desirability of circularizing motels.
[[e. Veterans Administration (VA) installations should be circularized on
[identification order fugitives who are veterans. Office of origin
[has responsibility for instructing other offices to initiate distribution to VA installations in such cases.]

NW 88321 DocId:32989529 Page 388

January 29, 1960

MANUAL OF RULES AND REGULATIONS
Revision Number 87

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 5 - Pages 5 and 6
Pages 7 and 8

Section 6 - Pages 3 and 4

Part II

Section 3 - Pages 1b and 2
Pages 13 and 14
Pages 15 and 15a

Section 4 - Pages 2a and 2b
(Page 12a)
Pages 17 and 18
Page 23
Pages 63 and 64

Part II (continued)

Section 6 - Pages 3a and 4

Section 9 - Pages 1 and 2

Index - Page 6a
Pages 7 and 8
Page 12a
Pages 13 and 14
Pages 15 and 16
Pages 25 and 26

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

PART 2

583

SECTION 87

PART II

(1960 TO 1968)

This document is prepared in response to your request and is not for dissemination outside your Committee. Its use is limited to official proceedings by your Committee and the content may not be disclosed to unauthorized personnel without the express approval of the FBI.

D. SECURITY INVESTIGATIONS OF INDIVIDUALS

1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

a. Communist Party, USA
b. Socialist Workers Party
c. Progressive Labor Party
d. Proletarian Party of America
e. Nationalist Party of Puerto Rico
f. Johnson-Forest Group
g. American Socialist Clubs
h. See also 87C 1d.
[i. Black nationalist extremists, although technically not members of basic revolutionary organizations within the above meaning, should be investigated under the same rules. (See section 122, volume IV, of this manual for additional guides.)]

2. Responsibility of the Bureau

a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

b. Determination of violations of Federal statutes

To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.

(1) Direct investigation towards obtaining admissible evidence to establish the violation.

(2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.

(3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).

(4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.

NW 88321 DocId:32989529 Page 391

(5) Title 5, USC, § 7311, and Title 18, USC, § 1918, prohibit Government employment of persons who are disloyal or who assert the right to strike against the Government. Title 5, USC, § 3333, provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, § 303, so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section [19c, volume II,] of this manual for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.

(6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, however, remain alert for information the form is later presented to Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

NW 88321 DocId:32989529 Page 392

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in section 87D 7e (2) of this manual. For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 87D 7c (3) of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section[19,] volume[II,]of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation Administration (FAA)
FAA issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to FAA. Such dissemination will be made only at the Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

(9) Security index - dissemination of information to Secret Service
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status only in those cases in which the subject is categorized as falling within category 3 of the agreement between the Federal Bureau of Investigation and the Secret Service concerning Presidential protection. Forward FD-376 as in any other case. Prompt dissemination should be made of information developed regarding individuals falling within other than category 3.

NW 88321 DocId:32989529 Page 393

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 394

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

(D) When the office of origin for a security index [or reserve index A]subject against whose identification record a notice has been placed is changed, form FD-128[or FD-128a,]submitted to change office of origin, should[show]that a security flash notice has been posted with the Identification Division. An extra copy of the form FD-128[or FD-128a] should be specifically sent to the Identification Division in order that its records will[show]the new office of origin to which future records will be[submitted.]

(E) Cancel a security flash notice when (1) it is learned that the subject of such is deceased or (2) such subject is determined to be no longer of security interest. Do not cancel the security flash notice when a subject is removed from the security index solely by application of the security index criteria.

NW 88321 DocId:32989529 Page 396

(j) Physical description

I. Obtain and report a detailed physical description.

II. During the course of the initial investigation in any security-type case, including espionage and nationalistic tendency cases, the physical characteristics and description of the subject shall be determined or verified by personal observation. It is not necessary to observe personally the subject of any case where preliminary investigation determines the basis for opening the case is unfounded.

III. The subject should be personally observed, if possible, early in the investigation after it is determined that a complete investigation is warranted to develop the extent of a subject's subversive activities and to consider whether the subject's name should be added to the security index. This action should be taken in the course of developing background information to determine the true identity and existence of the subject and to assist in establishing that the subject of the investigation is the person against whom the subversive allegations have been made. Such subject should be personally observed whenever a complete security investigation is conducted even though a security index card is not being recommended at the completion of the investigation.

IV. Do not delay the submission of form FD-122 recommending the addition of a subject's name to the security index even though it has not been possible to observe personally the subject if it has been determined through investigation that the subject is dangerous or potentially dangerous.

V. If a security index card is not being recommended after all logical investigation has been conducted and it has not been possible to observe personally the subject during the investigation, the case may be closed even though this has not been done. If a security index card has been recommended and prepared and it has not been possible to personally observe the subject, the case shall remain open until such time as the subject is personally observed, except when it has been determined that the subject is residing outside the U. S. or Puerto Rico, in which event the case may be closed if there is no other pending investigation and the matter should be followed administratively to be certain that the subject is personally observed upon his return to this country.

(k) Photograph

I. Reasonable efforts should be made during the investigation of a security subject to obtain a photograph of the subject through usual sources.

II. Cases on security index subjects are to be maintained in a pending status until such time as a suitable photograph is obtained unless circumstances dictate otherwise, in which case the Bureau should be advised. Once a photograph has been obtained, continue to be alert for the existence of more recent photographs which may become available.

III. [Forward a copy of photographs of security index subjects to the Bureau for dissemination to U. S. Secret Service headquarters.]

NW 88321 DocId:32989529 Page 397

(3) Criteria for placing and retaining names in the security index

(a) The addition to and retention of names in the security index shall be governed by the following criteria:

I. No name shall be added to or retained in the security index unless one or more of the following situations have been established through investigation:

(A). Subject has had membership[in,]or participation in the activities of, a basic revolutionary organization within the last five years as shown by overt acts or statements established through reliable sources, informants, or individuals.

(B) Subject has had membership[in,]or participation in the affairs of, one or more front organizations which adhere to the policies and doctrines of a[basic] revolutionary[organization,]in a leadership capacity or by active substantial participation in the furtherance of[those]aims[and]purposes of the front organization[which coincide with those of a basic revolutionary organization,]within the last three years as shown by overt acts or statements established through reliable sources, informants, or individuals.

(C) Investigation has developed information that an individual, though not a member[of]or a participant in the activities of a[basic revolutionary or front organization,]has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to[commit acts of espionage or sabotage, including acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of the national, state, and local governments and of the defense effort.]

(D) Although investigation has failed to establish [the facts required by (A), (B), or (C) above, either as to the substance of those criteria or because there have been no overt acts or statements within the time limits prescribed,]facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts[of the kind described in (C) above.]

NW 88321 DocId:32989529 Page 398

II. [Activity in support of Cuban regime
Careful consideration should be given to recommending for inclusion in the security index those individuals who in the light of the clear identification of the Cuban Government as procommunist, pro-Soviet bloc, and anti-U. S., would be deemed dangerous or potentially dangerous to the internal security of the U. S. in the event of an emergency involving Cuba and the U. S. In connection therewith, there should be substantial showing of data within the following standards:

(A) An individual has served as a leader or officer or has substantially participated in the activities of a pro-Castro organization and has engaged in activities which have included either the preparation or distribution of pro-Cuban or anti-U. S. propaganda; the active collection of funds for any agency or representative of the Cuban Government or for a pro-Castro group, which funds are not intended for the relief of human suffering or other charitable purposes; active participation in acts of violence against anti-Castro individuals or groups or against the U. S.; or the active collection of intelligence data regarding the national defense of the U. S. or which would serve the purposes of the Cuban Government as opposed to the interests of the U. S., where there are reasonable grounds to believe that such data is to be or has been conveyed to any agency or representative of the Cuban Government.

(B) An individual, whether he has participated in organizational activity or not, has engaged in one or more activities specified in (A) above and it has been clearly established, by overt acts or statements or other evidence, that there are reasonable grounds to believe the loyalty of the individual would lie with the Cuban Government in the event of armed conflict between the Cuban Government and the U. S.

(C) Aliens of Cuban nationality and aliens holding Cuban citizenship should be considered for the security index when it is determined that one of these (1) is likely to foster, encourage, or promote the policies, programs, or objectives of the Cuban Government, or collaborate with the Cuban Government or (2) is likely to engage in or attempt to engage in acts of espionage, sabotage, or other activities inimical or detrimental to the defense or public safety of the U. S. as shown by overt acts or statements established through reliable sources, informants, or individuals. Activities on a subject's part which should be considered in determining whether his name should be added to the security index under the foregoing would include but should not be limited to (1) participation in organizations supporting the Castro regime, (2) participation in picket lines formed in support of the Cuban Government, (3) contacts with Cuban agents operating in this country on behalf of the Cuban Government, or (4) statements or activities on a subject's part establishing reasonable grounds to believe that his loyalty would lie with the Cuban Government in the event of armed conflict between the U. S. and Cuba.

NW 88321 DocId:32989529 Page 399

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index

In recommending key facility employee for inclusion in security index, FD-122 is to contain:

(a) Key facility geographical reference number

(b) Abbreviation for agency having security responsibility. [The Department of the Army has been designated the agency having security responsibility for all key facilities.]

(c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.

(d) [Deleted]

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) Dissemination

Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory security information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

NW 88321 DocId:32989529 Page 400

classified contracts with the key facility. Copies of reports for the Marine Corps should be disseminated locally to NISO.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a [pending-inactive] status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility or with other reliable sources to determine whether subject has access to classified or restricted material.

[(Also see Manual of Rules and Regulations, part II, section 4D, item 2a, (6), and section 4M, item 4, for instructions concerning synopses and classification of reports in key facility cases.)]

d. Top functionary program

(1) General

Purpose of top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups, subversive organizations, or unorganized groups who have indicated a propensity for violence.

(2) Definition of top functionary

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement. This also applies to an individual, either a member or a nonmember of other subversive organizations or unorganized groups, who would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in the organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements. Black nationalist extremists whose importance justifies continuous investigative attention should be considered for designation as top functionaries.

(3) Manner of designation of top functionary

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement and other subversive movements. Top functionaries are to be included in priority I and reports are to be submitted in accordance with 87D 7f (2).

NW 88321 DocId:32989529 Page 401

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

(4) Regulations governing the handling of top functionaries

(a) Designation and deletion of top functionary status
Designate or remove a subject as a top functionary by individual letter to the Bureau carrying the subject in the caption and containing a brief statement as to the reason for designation or deletion.

Where office of origin for top functionaries is transferred, deletions in the old office of origin and additions in the new office are handled in accordance with 87D 7b (9) (b).

(b) Photographs
Photographs must be obtained for each top functionary. Whenever possible, the photographs should be obtained from public records, law enforcement agencies, state or Federal Government agencies, and similar sources. Where more direct means employed, use extreme care to avoid prejudicing the investigation. Send [two copies (one is for Secret Service headquarters)] of photographs of each top functionary to the Bureau, either by cover letter or as enclosure to a report. Maintain a copy of each photograph in the subject's individual case file in the field. If album of top functionary photographs maintained, be sure duplicates are also filed in each individual subject's file.

(c) Handwriting specimens
Suitable handwriting specimens of each top functionary must be obtained. Whenever possible, obtain handwriting specimens from public records, law enforcement agencies, and similar sources. Again, if more direct means employed, use extreme care. Send specimens to the Bureau under a separate cover letter by registered mail for the attention of the FBI Laboratory. Letter should bear caption of individual case.

Handwriting specimens should be sufficiently extensive to permit possible future comparisons by the Laboratory. When specimens submitted may be of value as evidence, letter of transmittal should so state and Bureau should be requested to return specimens after copies have been made.

(d) Security index cards
Request preparation by FD-122 at the earliest possible moment. Same rules apply to preparation and maintenance as apply to other security index cards. All security index cards for top functionaries shall be designated for priority I.

(e) Change of office of origin
FD-128 changing office of origin on a top functionary automatically deletes him as top functionary in old office and adds him as a top functionary in new office. For further instructions concerning the change of office of origin in these cases, see 87D 7b (9) (b).

(f) Reports
I. Character - Internal Security - (followed by appropriate letter designating the organizational affiliation or nationalistic tendency)

(5) Maintenance of list
Each office must maintain a current list on top functionaries.

NW 88321 DocId:32989529 Page 402

e. Correlation of other investigations with the security index and reserve index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or reserve index.

(1) Espionage and foreign intelligence investigations
Subjects of these investigations must be included in the security index and/or the reserve index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the reserve index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations
Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or reserve index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports showing disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports showing the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, U. S. Information Agency applicant, departmental applicant, Bureau applicant, and other Bureau investigations
Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the reserve index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports showing disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

NW 88321 DocId:32989529 Page 403

(6) Character
(a) Top functionaries
Internal Security (or Racial Matte if subject is a black nationalist) - followed by the lett s designating the organizational affiliation or nationalistic tendencies.
Examples:
Internal Security - C
Internal Security - SWP
Racial Matters - NOI
(b) Others
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:
Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a top functionary, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a top functionary, the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.

(7) Status
All cases shall be carried in a pending status until all active investigation required by the proceding instructions has been conducted. Thereafter, the status shall be as follows:
(a) Top functionaries
I. Pending inactive
(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
[(b) [Key facil y cases
[Key facility cases are to be maintained in pending-
[inactive status. (See 87D 7c (4).)]

NW 88321 DocId:32989529 Page 404

(c) Other security index subjects

I. Closed

(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of[a periodic]investigative report [according to priority designation.] If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter (form FD-400) to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the[periodic]report is due. Such cases shall also be opened and assigned six months after submission of the[periodic]report to accomplish verification of addresses[and further verification must be handled in accordance with 87D 7b (7) (b).] Upon such verification, the cases should be closed administratively.

(d) Cases of subjects recommended for security index

I. Pending inactive

(A) If all active investigation completed at the time FD-122 forwarded to Bureau

(B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

II. Closed

(A) Upon receipt of security index card from Bureau and dissemination to Secret Service

(B) Thereafter follow by administrative tickler for investigative report as in (c) above.

(e) Subjects not in security index who are not to be included therein

I. Closed

(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

[(8)] Content

(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

I. Background

(A) Birth date

(B) Citizenship status

(C) Education

(D) Marital status

(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)

(F) Identification record

(G) Employment

(H) Residence

(I) Status of health (if known)

II. Connections with Communist Party, other basic revolutionary groups, front[groups,]black nationalist extremist groups,[and/or other subversive organizations or unorganized groups]

(A) Information concerning admission to revolutionary group including sponsors, etc.

(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 405

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 407

Communist Party members, review of field office files, pretext interviews, surveillances, Special Agents attending mass meetings, etc.

4. Internal Security Act of 1950

[To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to[show]extent to which

a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of

b. Its support, financial or otherwise, is derived from

c. Its funds, resources, or personnel are used to further or promote objectives of

d. Positions taken or advanced by it from time to time do not deviate from those of

Any communist-action organization, communist foreign government, or the world communist movement.

5. Panel sources

a. Purpose

To develop potential witnesses who will be willing to obtain and introduce legally admissible evidence re subversive nature of organizations in future prosecutive action

b. Program

(1) Since Special Agent and active security informant testimony is undesirable, field should recruit panel of potential witnesses locally. Some may be found among American Legion contacts, plant informants, former and exposed security informants, etc.

(2) Panel members should attend public rallies and meetings, as well as obtain literature of organizations they are covering.

(3) To aid panelists, exhibit photographs of individuals they will most likely encounter at front organization functions.

(4) Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, the same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants. (See section 107, volume IV, of this manual.)

(5) Legitimate expenses incurred by panel members should be reimbursed in same manner as security informants.

(6) Eliminate inactive, ineffective, or unsatisfactory panelists on a continuing basis. At time of submission of semiannual letter, office panel should be reviewed to make certain all such panelists have been removed.

(7) Identities of panelists should be concealed.

c. Administrative handling

(1) Check prospective panelists through office indices, local police department, credit records, and established informants. If no undesirable information is developed, initial contact may be made with panelist to ascertain cooperativeness.

(2) Submit names of cooperative panelists to Bureau by letter outlining complete background and recommendation as to inclusion in office panel. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When approving the field's recommendation, this single-page copy will be stamped "Approved" by Bureau and will be returned.] Be certain such individuals are not plants and will consider relationship with Bureau in confidence.

NW 88321 DocId:32989529 Page 408

(3) Open 134 [illegible]e when active investigation o[illegible]rospective panelist is initiated. When preliminary investigation completed and Bureau has approved panelist, close file administratively if panelist is not contacted regularly.

Regular contacts with panelists should be noted in their respective files.

(4) Only Agents designated should handle panelists.

[(5) Every [six] months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, 3b, volume IV, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

Gifts should not be given to sources since such actions might be misconstrued.

(6) Summary letter captioned "Panel Source Program" (Bufile 134-1113) to be prepared and submitted to Bureau March 25 and September 25 each year. Use following topical outline:

(a) Status of program
Include progress in panel development. Show total number of new panelists developed and total number of panelists discontinued during six months' period.

(b) Total number panel sources active

(c) Names of organizations covered

(d) Number and identities of panelists redesignated to informant or potential informant status since institution of panel program

d. Suggestion
Designate, where practicable, coordinating Agent to maintain roster of current panel members and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and communist publications.

6. Classification - 100

7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.

with any additional information contained in the Bureau's files.

6. The names of subscribers to Communist Party nominating petitions and the names appearing on subscription lists of [the Communist Party, USA, publications] and publications and organs of the organizations set forth in 1 a, b, c, and d must be indexed in the field office covering the address shown for the subscriber and should not be forwarded to the Bureau for indexing. Mailing lists as such which cannot be identified as membership lists of subversive organizations also should be indexed in the field and not forwarded to the Bureau. Field offices obtaining such lists must promptly furnish them to the office covering the address shown for the subscriber.

7. Important subversive derogatory information concerning any individual and any new subversive derogatory information concerning any individual of importance must be brought to the attention of the Bureau by expeditious means.

8. Subversive and nonsubversive derogatory information coming to the attention of the field office through a name check or otherwise on an employee of the executive branch of the Government, which information is within the purview of Executive Order 10450, should be forwarded promptly to the Bureau for dissemination to the Civil Service Commission. In addition, subversive derogatory and other information relating to other employees of the Government and to employees of the United Nations and of other public international organizations received by the field office should be brought immediately to the attention of the Bureau.

9. These instructions do not affect and are in addition to existing instructions for the submission of information in report form.

C. INVESTIGATION OF THE COMMUNIST PARTY, USA, SOCIALIST WORKERS PARTY, AND OTHER MARXIST REVOLUTIONARY-TYPE ORGANIZATIONS

1. Policy

a. Communist Party, USA

By Presidential directive on 9-6-39, and subsequent restatements (see section 102, volume IV, of this manual), this Bureau is charged with the responsibility of coordinating all information with regard to the internal security of the U. S. Since 1939, a large portion of the Bureau's security investigations has been directed toward a coverage of the activities of communists and other groups whose aims seek the overthrow of the U. S. Government. The Communist Party, USA, is the best organized and most dangerous from a security standpoint. The party is not an isolated or purely domestic organization but is part of an international communist movement led and dominated by the Communist Party of the Soviet Union, the ultimate aim of which is to establish a world-wide communist state. The Communist Party, USA, bases its theory on the principles of Marxism-Leninism. (Considerable evidence shows that these principles look toward the violent overthrow of the U. S. Government or its downfall in the event of a war with the Soviet Union.) It would be a grave error to suppose that, because the party is actually and potentially small, it is not dangerous. The contemplated role of the party is such that it can be played best by an organization which is cohesive, easily mobilized, highly maneuverable, fanatically zealous, well disciplined, and immediately responsive in an emergency to the demands of its leaders. The highest authority in the Communist Party, USA, is the national convention which meets approximately once every two years. Between these conventions, the national committee is the highest authority of the party.

NW 88321 DocId:32989529 Page 410

The Communist Party, USA, is divided into district and state organizations, then into county, city, section, and club organizations. The number and nature of these subdivisions are dependent on the number of members in the various localities. Every party member must belong to a party club.

The Communist Party strategy and policy is based primarily on the loyal support and defense of the Soviet Union. The party line changes from time to time depending upon the current program of the international communist movement.

b. Socialist Workers Party

The Socialist Workers Party was founded at a convention held in Chicago, Illinois, from 12-31-37 to 1-3-38. The present headquarters are located at 116 University Place, New York 3, New York. The following statements are taken from the "Declaration of Principles and Constitution of the Socialist Workers Party" which was adopted at this convention:

"The purpose of the party is set forth in its declaration of principles: Its purpose shall be to educate and organize the working class for the abolition of capitalism and the establishment of a workers government to achieve Socialism." (From article 11 under the caption "Purpose.")

"We call upon all revolutionary militants to join with us to build the SWP into the mass revolutionary party which will lead the working class of the United States to power; and which, together with the revolutionists of all countries united in the Fourth International, will achieve the victory of the international revolution and of world Socialism."

"The main specific task of the SWP is the mobilization of the American masses for struggle against American Capitalism, and for its overthrow...." (Part III of above pamphlet.)

Shortly after the Fourth International was founded in Switzerland on 9-3-38, the Socialist Workers Party in the U. S. announced that it was the "American Section" of the "world party of the Socialist revolution" (Fourth International). At a special convention on 12-21-40, the Socialist Workers Party passed a resolution ending its organizational connection with the Fourth International (because of the passage of the Voorhis Act).

This organization follows the Marxist-Leninist-Trotskyist line. Statements made by functionaries indicate that in the event of war between the U. S. and the Soviet Union, the Socialist Workers Party would defend the latter.

[c. [Deleted]

NW 88321 DocId:32989529 Page 411

field office territory, the name and title of each Negro included in this total who maintains a national level position, and the name and title of each Negro included in this total who maintains a district level position above the status of "club chairman." Members of the Communist Party, USA, who are now carried as unidentified but who are known to be members of the Negro race should be included in the total number of Negroes.

When possible, totals should be broken down as to nationality, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

(b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members within the twelve-month period immediately preceding the submission of the quarterly report. In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.

(c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.

(d) Results of membership recruiting drives

(e) Make discreet efforts to ascertain results of annual national registration drives.

(f) To reduce indexing at the Bureau, each report should contain a statement in the cover pages that all persons named in the report as members of the Communist Party and who reside within the area covered by the reporting office are listed in the security index, or are informants or sources, with the exception of those listed. If any name is listed, a statement should be made as to whether the name has been previously furnished to the Bureau for indexing. The status of the investigation of any listed individual should be shown.

(3) Funds (Bureau file 100-3-63)

(a) Income and expenditures

(b) Plans and results of fund drives including:

I. Total amount sought by the state Communist Party organization

II. Specific amount to be contributed by the state organization to the national committee fund drive

III. Specific amount to be contributed by the state organization to [the party] fund drive

IV. Specific amount to be retained by the state organization after contributing to the national committee and [the party] fund drives for use in the state organization's own operations

NW 88321 DocId:32989529 Page 412

(c) Large contributions by known party groups or front organizations
(d) Identity of any new party "angels"
(e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.
(f) Any special padding of expense accounts by Communist Party functionaries should be reported.
(g) Possible violations of state or Federal tax laws
(h) Disbursements and collections of the "Reserve Fund"
(i) Receipt of any money from abroad

(4) Security measures (Bureau file 100-3-84)
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.

(5) Underground operations (Bureau file 100-3-94)
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.

(6) Factionalism (Bureau file 100-3-88)
(a) Submit pertinent information indicating that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
(b) Unusual disputes or arguments between leading communists in any district should be included in this section.

(7) International relations (Bureau file 100-3-81)
(a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
(b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
(c) Reaction of responsible Communist Party officials to events taking place in foreign countries
(d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy
(e) Policy matter concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people

(8) United Nations (Bureau file 100-3-80)
(a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
(b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations

(9) Deleted

NW 88321 DocId:32989529 Page 413

4. Annual Communist Party, USA, organizational and membership survey
Each office is instructed to initiate by February 1 of each year a detailed and analytical survey of the organization and membership of the Communist Party in its territory, results to be forwarded to the Bureau by April 1. Set forth in detail the complete organizational structure of each Communist Party district or state organization including district and county committees, together with the identities of officers from the club through the district level. Identify each Communist Party club and section in the district, together with the identities of individual club members and most recent date each member was so identified. Where identification of an individual is tentative, this fact should be indicated by placing the word "tentative" after the individual's name. Note the informant coverage in each club, as well as on district and county committees, by setting forth the symbol numbers of the informants. In those instances in which no informant coverage exists in a particular club or on a district or county committee, this fact should be noted. In addition, summarize the overall findings by setting forth the estimated Communist Party membership in the field office territory, together with the number of members who have been positively and tentatively identified as such within the immediately preceding 12-month period. Charts and maps should be used in setting forth the geographic distribution of the Communist Party whenever feasible. Offices which are auxiliary offices in investigation of a Communist Party district should furnish the required information to the office of origin for inclusion in its survey by March 15 of each year.

Following the organizational breakdown, each office should critically appraise its knowledge of the Communist Party organization within its division and set forth its comments and recommendations concerning investigative activity to be undertaken to eliminate any weaknesses detected. In those instances in which the disclosed weakness is that of lack of adequate informant coverage, advise in detail of the number of Bureau-approved potential security informants being developed in the particular area, as well as concrete plans to obtain additional informant coverage in the future.

Each survey should contain a statement that all persons identified as members of the Communist Party are listed in the security index, or are informants or sources. Any exceptions should be named and a statement made as to whether the name has previously been furnished to the Bureau for indexing. The status of the investigation of each person listed should be shown.

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York.
   a. Quarterly reports (to reach the Bureau by February 1, May 1, August 1, and November 1) should be submitted by each field office for the purpose of reporting, in a centralized manner, all available information bearing upon the communist influence in racial matters. Included should be information developed under the title of a variety of matters, such as CPUSA, Negro question, communist influence in racial matters; communist infiltration of various organizations, such as the Congress of Racial Equality, Student Nonviolent Coordinating Committee, and the like; investigations of subversive individuals active in the racial movement; investigations of communist fronts and other miscellaneous organizations; and racial disturbances and other racial matters investigated under the racial matter character. Information should be included in these quarterly reports, notwithstanding the fact that it will duplicate reporting in the other substantive matters referred to above. These reports shall be designed to precisely spell

NW 88321 DocId:32989529 Page 414

out the full extent of the communist influence in racial matters. They should separate words and intentions from actions; mere participation from direct influence; and the bona fide communist from the mere "do-gooder." They should not include information concerning legitimate efforts in the racial movement where there is no communist taint.

b. Information should be reported according to the following outline. All main headings denoted by Roman numerals must be accounted for. If there is no information to report under a particular main heading, the heading should appear, followed by a statement "No information developed."

I. COMMUNIST STRATEGY

(A) COMMUNIST PARTY, USA

(1) Plans, strategy, party line, and the like made at national meetings, including expressions by national and other functionaries

(2) Plans, etc., made at district and lower level meetings, including expressions by local leaders and rank-and-file members

(3) Plans, etc., as revealed in party publications and other propaganda media, such as written directives, press releases, and the like

Information under item 3 should be reported by the office covering the origin of the publications, such as the New York Office for ["The Daily World,"] "Political Affairs," and directives from party headquarters; San Francisco Office for "People's World"; etc. Party expressions, oral or written, when directly related to a specific event covered under II, should be included under II.

(B) OTHER COMMUNIST GROUPS (Such as Socialist Workers Party, Progressive Labor Party, Workers World Party, and the like)

Under (B), report information under separate numbered subheadings for each organization. Report here information generally along the same lines as for (A) above.

II. COMMUNIST TACTICS

In this part report information on communist direction and influence of and participation in racial demonstrations, disturbances, drives, boycotts, and any other similar activities with racial overtones. This part will illustrate how communist activities attempt to exploit racial situations and expand communist influence, thus furthering communist objectives. List activities in chronological order with lettered subheadings, such as:

(A) DEMONSTRATION, CLEVELAND, OHIO, [1-10-68]

(B) STORE BOYCOTT, YOUNGSTOWN, OHIO, [3-6-68]

Under each subheading include such information as nature of event; sponsoring and participating groups; total participants; number and identities of subversives involved; specifics as to whether subversives directed, controlled, instigated, or merely participated; whether violence resulted and, if so, whether subversives involved; arrests of subversives and court disposition; and any other information believed pertinent to the overall picture of communist influence. Efforts by supporting groups to avoid communist involvement should also be reported. If a particular event had no communist involvement, it should, of course, not be included in the report.

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 416

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 417

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 418

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 419

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 420

(D) When the office of origin for a security index [or reserve index A]subject against whose identification record a notice has been placed is changed, form FD-128[or FD-128a,]submitted to change office of origin, should[show]that a security flash notice has been posted with the Identification Division. An extra copy of the form FD-128[or FD-128a] should be specifically sent to the Identification Division in order that its records will[show]the new office of origin to which future records will be[submitted.]

(E) Cancel a security flash notice when (1) it is learned that the subject of such is deceased or (2) such subject is determined to be no longer of security interest. Do not cancel the security flash notice when a subject is removed from the security index solely by application of the security index criteria.

NW 88321 DocId:32989529 Page 421

(j) Physical description
I. Obtain and report a detailed physical description.
II. During the course of the initial investigation in any security-type case, including espionage and nationalistic tendency cases, the physical characteristics and description of the subject shall be determined or verified by personal observation. It is not necessary to observe personally the subject of any case where preliminary investigation determines the basis for opening the case is unfounded.
III. The subject should be personally observed, if possible, early in the investigation after it is determined that a complete investigation is warranted to develop the extent of a subject's subversive activities and to consider whether the subject's name should be added to the security index. This action should be taken in the course of developing background information to determine the true identity and existence of the subject and to assist in establishing that the subject of the investigation is the person against whom the subversive allegations have been made. Each subject should be personally observed whenever a complete security investigation is conducted even though a security index card is not being recommended at the completion of the investigation.
IV. Do not delay the submission of form FD-122 recommending the addition of a subject's name to the security index even though it has not been possible to observe personally the subject if it has been determined through investigation that the subject is dangerous or potentially dangerous.
V. If a security index card is not being recommended after all logical investigation has been conducted and it has not been possible to observe personally the subject during the investigation, the case may be closed even though this has not been done. If a security index card has been recommended and prepared and it has not been possible to personally observe the subject, the case shall remain open until such time as the subject is personally observed, except when it has been determined that the subject is residing outside the U. S. or Puerto Rico, in which event the case may be closed if there is no other pending investigation and the matter should be followed administratively to be certain that the subject is personally observed upon his return to this country.

(k) Photograph
I. Reasonable efforts should be made during the investigation of a security subject to obtain a photograph of the subject through usual sources.
II. Cases on security index subjects are to be maintained in a pending status until such time as a suitable photograph is obtained unless circumstances dictate otherwise, in which case the Bureau should be advised. Once a photograph has been obtained, continue to be alert for the existence of more recent photographs which may become available.
III. Do not forward a copy of the photograph to the Bureau unless the subject has been designated a [top functionary.]

NW 88321 DocId:32989529 Page 422

(l) Handwriting specimens

I. If, during the investigation of security matter cases, it is disclosed that samples of the subject's handwriting are readily available, obtain specimens for possible future use and maintain in the file in the field.

II. A case is not to be left in a pending status merely for the purpose of obtaining handwriting specimens.

III. [Deleted]

(m) Labor union membership

If the subject is being investigated because of Communist Party membership, ascertain the identity of any labor organization of which he is a member and what position he holds in the labor organization, if any.

(2) Subversive activity

(a) Membership or affiliation

Obtain admissible and convincing evidence that the subject is a member of, or affiliated with, one of the basic revolutionary organizations and/or front organizations wherever possible. Such evidence may be either direct or circumstantial, or both. It is not possible to list the innumerable and varied forms in which such evidence may be found. Some of the more common types are:

I. Oral or written statements or admissions of the subject made publicly or privately to other individuals

II. Statements of confidential informants and other persons who are in a position to know the facts and can testify to them

III. Official letterheads and documents of subversive organizations containing information which identifies the subjects with the organizations. This will include membership and dues records wherever obtainable.

IV. Selective service records in which the subject admits membership in or position with a subversive organization

V. Attendance at closed meetings and conventions of a subversive organization

VI. Letters to publications, public officials, or other persons signed by the subject in an official position with a subversive organization or wherein the subject admits membership in or adherence to the principles of a subversive organization

VII. Recruitment or attempt to recruit members for a subversive organization

VIII. Solicitations or contributions of funds for subversive organization

IX. Seeking public office as a candidate for a subversive organization

X. Association with other individuals who are known to be members of or affiliated with subversive organizations

With regard to the question of membership, attention is directed to section 87H of this manual relating to the provisions of the Communist Control Act of 1954. This act sets out a list of 14 criteria itemized in 87H 2, which should be considered "in determining membership or participation in the Communist Party or any other organization defined in this Act, or knowledge of the purpose or objective of such party or organization...." These criteria include, e.g., listing as a member in organization records, contributions to the organization, and acceptance of organization discipline.

(b) Knowledge of aims and purposes

Admissible and convincing evidence that the subject knows the aims and purposes of the subversive organizations to overthrow the Government by force and violence should also be obtained. Mere proof of membership in or affiliation with such an organization is not sufficient to prove such knowledge.

Proof that the subject has such knowledge of the revolutionary purposes of the organization may be existent in several forms, several of which are discussed below:

I. Direct admissible evidence, such as statements made by the subject, or by responsible officials of the subversive organization in the subject's presence at organizational classes or meetings expounding the organization's doctrine in which the necessity or advisability of using force or violence in the overthrow of the Government is asserted, should be obtained, if at all possible.

Occasionally, statements of this nature are available in the subject's writings, sometimes in an indirect or veiled form.

II. Length of time in a subversive organization
III. Official positions held in the organization especially in educational, propaganda, or policy-making capacities
IV. Charter membership in the organization, participation in the original establishment of the organization
V. Extensive and long-continued participation in various organizational activities
VI. Attendance or teaching at organization schools or classes, especially leadership classes
VII. Preparation or distribution of party propaganda
VIII. Recruiting and fund-raising activities
IX. Possession of Marxist or revolutionary literature
X. Urging others to read literature of a revolutionary character, etc.

While none of the above types of evidence may be of sufficient value alone, a combination of a number of them may constitute convincing proof.

It should be remembered that the revolutionary purposes of a subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such obscure statements should not be ignored, but should be fully reported as it may be possible in legal proceedings to bring out the significance of such statements through expert witnesses, the testimony of informants, or the introduction of literature clarifying them. Confidential informants and other sources should be carefully interrogated and files thoroughly reviewed for the purpose of developing all revolutionary statements. In such instances, complete details should be obtained, together with all corroborating evidence. The names of all persons present when such statements are made should be ascertained and the facts reported in the individual case file of the person making the statement and of all persons present when the statement was made. The circumstances under which the statement was made should, of course, be ascertained and reported.

(c) Position and importance

I. Information reflecting the importance of an individual to a subversive organization or movement should be fully developed and reported. The member or affiliate may be dangerous or important because of his position, influence or activities outside the organization, or both. The facts in this regard should be fully developed. The individual may hold an important and strategic position or exercise great influence in a labor organization or other mass organization; in a racial, nationality, youth or other group; in an important front organization; in radio, newspaper, motion picture or other cultural,

(d) During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted

II. Closed cases where the subject is on the security index and no prior interview has been conducted

III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.

IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.

V. Security subjects who have publicly disclosed previous contacts

VI. Subjects of section A reserve index cards

In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsibility of submitting reports in security cases when due.

VII. The request for Bureau authority for the interview should be set forth in the first paragraph of the letter and unless you are recommending a special manner or procedure for conducting the interview, the first paragraph should contain the following statements:

"Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as a PSI."

Form FD-336 contains the above statement and may be used in requesting Bureau authority for the interview.

The above statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.

NW 88321 DocId:32989529 Page 425

VIII. Letters requesting Bureau authority for the interview must contain the following information, if available:
- (A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health
- (B) Marital status. If married, the occupation, employment, and race of the spouse.
- (C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.
- (D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation
- (E) Membership or affiliation of any other close relatives in subversive groups
- (F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse
- (G) What is expected to be gained by the interview

IX. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comment under the respective number.

X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.

XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.

XII. Upon receipt of Bureau authority, the interview must be conducted within [45] days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next [45] days. At the end of the second [45-day] period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.

(f) Preparations for and conduct of interviews

I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.

II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

NW 88321 DocId:32989529 Page 426

XI. Inform subjects connected with labor unions that the Bureau is not interested in employee-employer relations and is concerned only with obtaining information on infiltration of labor unions by subversive elements.

XII. Furnish no information and make no statements to a person being interviewed which might later be used to embarrass the Bureau. Agents should not allow themselves to be interviewed by the interviewee or to be placed in a position of answering questions instead of asking them.

XIII. Terminate immediately an interview if the subject proves to be hostile or uncooperative on initial contact.

XIV. Exploit a subject's knowledge to the utmost if he is found to be willing to furnish information of value.

XV. Questions asked of a subject being interviewed should be so worded as to require an admission or denial of all pertinent items of subversive information developed during prior investigation unless to do so would expose investigative techniques or security informants.

XVI. A cordial and friendly attitude alone on the part of a subject should not be construed as evidence of cooperation insofar as potential dangerousness is concerned when he fails to admit or furnish substantially the same subversive information verified through previous investigation.

XVII. Inform the subject that we are interested in interviewing him in great detail and arrange to conduct the interviews over as extended a period of time as necessary to develop the matter fully. Conduct necessary investigation or research to verify or add to what is being developed on interview. Request information from other offices or the Bureau to assist in the interview if needed.

XVIII. Reduce information obtained to a signed statement if subject willing that this be done.

XVIX. Determine willingness to testify to information furnished in possible future Federal proceedings.

XX. Consider possibility of developing these individuals as informants. If possibility is apparent, pursue matter with view to establishing subject as a reliable source in the subversive movement with which he has been connected.

XXI. When no information is developed during the course of an interview which would affect a subject's status, submit the results thereof in letter form immediately following the interview and also in the next report submitted in the case. At least one report will be submitted in each case in which a subject is interviewed with Bureau authority. In the case of an individual employed in or holding a sensitive position enumerated in 87D 6b (7) (e) IV above, the results of all interviews must be submitted promptly in report form until such time as he begins to cooperate as a security informant or a source.

XXII. Report information regarding the subject's admissions of his own subversive activities and associations and set forth a statement to the effect that he did or did not furnish information regarding subversive activities of others.

XXIII. Report statements of denial regarding subject's subversive activities developed through prior investigation and follow by a brief summary statement of the past subversive activity which is being denied by the subject.

NW 88321 DocId:32989529 Page 427

XXIV. Letter transmitting results of an interview must contain:
(A) A definite statement or conclusion of interviewing Agents as to cooperativeness of subject
(B) Whether information furnished by him coincides substantially with information developed against him
(C) Reasons for the conclusions
(D) Statement as to subject's availability as a potential witness and evaluation of subject's potential as an informant or confidential source
(E) Further contacts contemplated
(F) Recommendation that the security index card be canceled when it is determined from statements furnished by a security index subject regarding his subversive activities and associates, considered with other known information and factors, that the subject is no longer to be considered dangerous to the internal security in time of an emergency

XXV. The above instructions shall not preclude immediate interview of subject of a security-type investigation who contacts a Bureau representative and expresses a desire to furnish information concerning subversive activities. They do not apply to an interview of a person once he is an established informant or confidential source.

XXVI. Reinterviews with security index subjects should be considered on a systematic basis. This may be done by considering a recontact immediately prior to the time when it is necessary to submit[a periodic]report. In security index cases in which reports are submitted more frequently than once a year, the interview should be considered at least once a year. In all cases in which subjects have been interviewed in the past with Bureau authority and no reinterview is conducted prior to the submission of the[periodic] report, the cover page(s) accompanying report should [show]why a reinterview was not conducted. Results of reinterviews should be submitted in report form.

(g) Maintenance of file on defected subjects

I. A dead file should be maintained for reference purposes in those offices having sufficient volume of security work to justify such action.

II. Copies of memoranda designated for individual case files should be routed to this file. Such memoranda to contain:
(A) The background of the defectee
(B) Type of information he may furnish
(C) Period covered by this data

NW 88321 DocId:32989529 Page 428

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards

(A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.

(B) Deletions from section A of the reserve index [shall]be recommended by letter. The letter should set forth the basis for the recommendation.

(C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B

I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office. The file of a reserve index B subject should be reviewed whenever informant information or other information is channeled to the file. A determination should be made at that time as to whether additional investigation is warranted.

II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

NW 88321 DocId:32989529 Page 429

(b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

(c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. [Complete justification for designated priority level for apprehension must be included.] Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.

(d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.

(e) Security index cards shall be recommended by and maintained by office of origin only.

(f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.

(g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau and if approved to disseminate a copy of the report to Secret Service in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau and if approved to disseminate the copy of the report to Secret Service. In latter instance, upon receipt of security index card and following local dissemination to Secret Service, case may be closed administratively.

(h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with current report and case retained in pending status with the investigation continuing to determine missing items of information.

(i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.

(j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with Communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."

(k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.

(l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).

(5) Content and appearance of security index card

(a) Data to appear on face of card

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted showing the correct data to be placed on the security index card.

II. Race

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others including Orientals (except Chinese), American Indians, etc.)

NW 88321 DocId:32989529 Page 431

III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	Communist Party, USA	COM
	Progressive Labor Party	PLP
	Socialist Workers Party	SWP
	Johnson-Forest Group	JFG
	American Socialist Clubs	ASC
	Nationalist groups advocating independence for Puerto Rico	PRN
	Proletarian Party of America	PPA
	Students for a Democratic Society	SDS
	Spartacist League	SPL
	[American Workers' Communist Party	AWC]
	Workers World Party	WWP
	Anarchist	ANA
	Nation of Islam	NOI
	Revolutionary Action Movement	RAM
	Student Nonviolent Coordinating Committee	SNC
	Black Nationalist	BNT
	Bulgarian	BUL
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	Romanian	ROM
	Russian	RUS
	Yugoslavian	YUG
VI.	[Priority designation	
	Priority I	P I
	Priority II	P II
	Priority III	P III]
VII.	Top functionary designation (where applicable)	
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number obtained from the Department of Defense Key Facilities List and abbreviation denoting the agency having security responsibility for the key facility (where applicable)	
XII.	Residence address	
XIII.	Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.	
XIV.	Field office file number	

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description
(B) Notation that security index flash notice has been submitted for posting in Identification Division
(C) Photograph, with date taken placed below. This photograph is to be the most current or best likeness of subject.
(D) Dangerous characteristics of subject, including notation if subject possesses firearms
(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special, and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The 5- by 8-inch security index cards are printed by [automatic data processing] and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 433

unequivocal regardless of Yugoslavia's foreign policies.

(G) Cuban
In order that, in the event of an emergency involving Cuba and the U. S., special handling may be afforded those subjects whose organizational affiliation or nationalistic tendencies are shown as "Cuban." Security index cards denoting such will contain the code "CUB" on line 1.

Standards for inclusion of subjects in the special section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for preparation of a security index card on an individual falling in one of the above categories, form FD-122 must include the words "Special Section" typed in the upper right portion thereof. The proper category should be typed on FD-122 in the space provided behind the words "MISCELLANEOUS (Specify)."

Security index cards to be placed in the special section shall bear the appropriate code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt from the Bureau of the three security index cards of subjects in these categories, the required additional data shall be placed on two which shall be filed alphabetically in the appropriate subsection of the special section. The third card shall be filed in the alphabetical section of the security index. Under no circumstances should special section security index cards be filed in the geographical section of the index.

When a security index subject whose card is maintained in the special section no longer comes within one of the categories of the special section, FD-122 must be submitted with the words "Remove from Special Section" typed in the space provided behind the words "MISCELLANEOUS (Specify)." If the card should be placed in the unavailable section, the statement "Place in Unavailable Section" should be added in this space. When the new cards are received from the Bureau, they should be checked for accuracy and the description and photograph, if available, should be placed on separate cards of similar size and attached to the back of two of the cards. These two cards should then be filed in the geographical or unavailable section (where applicable) and the other card filed in the alphabetical section of the security index. The old cards should be destroyed.

[The special section card shall[indicate the priority
[level for apprehension.]

It is not contemplated that subjects of security index cards maintained in the special section will be apprehended under a mass apprehension program. The cases of such subjects shall be given individual attention upon the inception of the apprehension program and the subjects will not be apprehended in the absence of specific Bureau instructions in each case.

IV. Unavailable section
Security index cards of individuals who are missing, out of the country, or are imprisoned shall be retained in the unavailable section. This section shall be broken down into three subsections headed by tabs marked "Missing,"

NW 88321 DocId:32989529 Page 434

"Out of the Country," and "Imprisoned." The unavailable section shall be maintained in accordance with the following instructions:

(A) Missing subjects

Security index subjects are not to be included in the unavailable section as missing immediately upon determination that they are no longer located at their previously known places of residence or employment. The action required in 87D 6b (3) above must be taken prior to submitting FD-122 placing a subject in the unavailable section as a missing subject. The Bureau must be periodically advised of the investigative steps taken to locate missing security index subjects in accordance with 87D 6b (3).

If the subject is missing, the word "Missing" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)."

(B) Subjects out of the country

The security index cards of subjects who are found to have departed from the U. S. or Puerto Rico for a foreign country shall be placed in this subsection of the unavailable section of the security index unless their cards should be cancelled in accordance with instructions set forth below under 87D 7b (10) (b).

If the subject is out of the country, the words "Out of the Country" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." If the foreign address is known, place it on FD-122 in the space provided for the residence address. If the subject is only known to be in a certain foreign country and his residence there is not known or is only known to be traveling abroad, include this information on FD-122. If the subject's current employment abroad is known, include it on FD-122.

The case of any security index subject who is out of the country must be followed at least each six months for verification of the subject's address, the same as any other security index case, to determine if the subject has returned to this country.

Appropriate stops should be placed with the Immigration and Naturalization Service to be advised of information which may become available to it indicating the subject's return to this country.

(C) Imprisoned subjects

The cards of security index subjects who are found to be imprisoned shall be placed in the unavailable section of the security index.

If the subject is in prison, the word "Imprisoned" shall be typed on the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." The identity of the institution in which the subject is incarcerated shall be typed in the space provided for the residence address. The space for the business address shall be left blank.

NW 88321 DocId:32989529 Page 435

...uld be completely filled out ...t as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

(a) The data recorded on security index cards shall be in an up-to-date status at all times.

(b) The whereabouts of all security index subjects should be known at all times. [The residence and business addresses of security index subjects in priority I must be checked at least once each three months.] The residence and business addresses of all [other] security index subjects must be checked at least once each six months, except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country, including Cuba since 10-1-60) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every thirty days. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone [once each six months for those individuals in priority I and once each year for all other subjects. Pretext means may be utilized during other periodic checks conducted either personally or through appropriate sources.]

(c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.

(d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.

(e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised [illegible] by dissemination of FD-366.

(f) The project of verifying addresses of security index subjects shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Verification should also be made at the time of submission of all [periodic] investigative reports and should be reported therein.

(8) Changes, additions, and deletions of data appearing on security index cards

(a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, [priority designation,] date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.

(b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.

(c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.

(d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.

(e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

(f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:

I. Check accuracy of data on cards.

II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them, and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.

III. File third card in alphabetical section of security index.

IV. Destroy old cards.

(9) Movement of subjects between offices and transfers of security index cards

(a) Subjects of security index cards

I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.

II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.

III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title [and priority level designation.]

IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

NW 88321 DocId:32989529 Page 437

n[...], agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

V. Where security index flash notice has been placed with Identification Division, notation to that effect must appear on FD-128 and extra copy of FD-128 must be specifically designated for Bureau marked "Attention Identification Division" so that those records will [show]new office controlling existing security index flash notice.

VI. The old office of origin will submit current report.

Submission of FD-128 should not be delayed solely for preparation of reports when office of origin is to be changed, but notation should be made on FD-128 that old office of origin is preparing report.

Case will remain pending in both old and new offices of origin until report is submitted by old office of origin. The new office of origin is responsible to follow the matter until the report is submitted.

VII. The new office of origin is to review the pertinent material received with FD-128, as well as pertinent information in the files of the new office, to determine whether additional investigation is warranted. If no additional investigation is warranted, advise Bureau by letter that the case is being placed in a closed status.

VIII. Upon receipt of FD-128, office covering new address of subject will be office of origin with no other communication necessary in this regard. New office of origin will place its file number on security index cards received and place them in security index of that office.

IX. Upon receipt of new security index cards from Bureau with copy of FD-128, new office of origin is to transfer information from reverse side of old geographical cards to two of the new cards, appropriately file new cards, and destroy old cards.

(b) Top functionaries

Mechanics of transferring cases for all security index subjects as described above shall apply to top functionaries. Additional procedures in[this category]are:

I. Notification to Bureau of deletion of subject as top functionary in old office of origin will be handled merely by designation in space provided on FD-128 that subject was top functionary.

II. Upon receipt of form FD-128, new office of origin shall automatically designate subject top functionary and continue case in an assigned pending status[until investigation is completed. After investigation is completed and a summary report has been submitted by the old office of origin, the case may be placed in a pending-inactive status.] Within three months, new office of origin is to conduct active investigation, submit investigative report on subject, and advise Bureau concerning continued designation of subject in[this category.]

NW 88321 DocId:32989529 Page 438

[illegible], agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

V. Where security index flash notice has been placed with Identification Division, notation to that effect must appear on FD-128 and extra copy of FD-128 must be specifically designated for Bureau marked "Attention Identification Division" so that those records will [show]new office controlling existing security index flash notice.

VI. The old office of origin will submit current report.

Submission of FD-128 should not be delayed solely for preparation of reports when office of origin is to be changed, but notation should be made on FD-128 that old office of origin is preparing report.

Case will remain pending in both old and new offices of origin until report is submitted by old office of origin. The new office of origin is responsible to follow the matter until the report is submitted.

VII. The new office of origin is to review the pertinent material received with FD-128, as well as pertinent information in the files of the new office, to determine whether additional investigation is warranted. If no additional investigation is warranted, advise Bureau by letter that the case is being placed in a closed status.

VIII. Upon receipt of FD-128, office covering new address of subject will be office of origin with no other communication necessary in this regard. New office of origin will place its file number on security index cards received and place them in security index of that office.

IX. Upon receipt of new security index cards from Bureau with copy of FD-128, new office of origin is to transfer information from reverse side of old geographical cards to two of the new cards, appropriately file new cards, and destroy old cards.

(b) Top functionaries

Mechanics of transferring cases for all security index subjects as described above shall apply to top functionaries. Additional procedures in[this category]are:

I. Notification to Bureau of deletion of subject as top functionary in old office of origin will be handled merely by designation in space provided on FD-128 that subject was top functionary.

II. Upon receipt of form FD-128, new office of origin shall automatically designate subject top functionary and continue case in an assigned pending status[until investigation is completed. After investigation is completed and a summary report has been submitted by the old office of origin, the case may be placed in a pending-inactive status.] Within three months, new office of origin is to conduct active investigation, submit investigative report on subject, and advise Bureau concerning continued designation of subject in[this category.]

NW 88321 DocId:32989529 Page 439

(c) Subjects tabbed for [priority]
Security index card shall continue to be tabbed for priority apprehension in new office of origin until such time as it is determined by receipt of information by that office that priority designation is not warranted under the provisions of 87D 7b (11) below.

(d) Subjects not included in security index

I. Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. FD-128 should show full title.

II. Enclose copies of all investigative reports and other pertinent serials with copies of FD-128 to new office of origin.

III. New office of origin is to investigate or advise Bureau that case closed if no action warranted

(10) Cancellation and removal of cards from active security index
SAC shall personally recommend the removal of any name from the security index under the conditions set out in 87D 7b (4). Recommendation to cancel subject's name from the security index should be accompanied by a current investigative report except in case of death of the subject.

(a) Death of subject
Destroy security index card without Bureau authority, but advise Bureau by letterhead memorandum.

(b) Permanent departure from the Bureau's jurisdiction
Upon learning of the departure of a security index subject from the U. S. or Puerto Rico for a foreign country, immediately ascertain conditions surrounding his departure.

No security index card shall be canceled by reason of a subject's departure for a foreign country unless that subject is an alien who has permanently departed either voluntarily or as a result of deportation proceedings. In such instances the security index cards will be canceled only after the subject's departure has been verified as being permanent. If a U. S. citizen who is included in the security index and who has been out of the country is found to have renounced his citizenship and taken citizenship of a foreign country, his security index card may be canceled only after it has been determined that he does not intend to return to the U. S.

Recommendations to cancel the security index cards of such subjects shall be made by letter directed to the Bureau. The cards shall be canceled only after receipt of advice from the Bureau that the Bureau's security index cards have been canceled.

(c) Imprisonment of subject
Security index cards shall not be canceled by reason of a subject's having been imprisoned regardless of the length of time he will be incarcerated. The cards of such subjects shall be placed in the unavailable section of the security index and the cases handled thereafter in accordance with the instructions set forth in 87D 7b (6) (b) IV above.

(d) Induction of subject into the armed forces
Security index cards of subjects who have been inducted into the armed forces of the U. S. are to be placed in the inactive section of the field security index. Follow the procedure set forth above under 87D 7b (6) (b) (V).

(e) Security informants
The security index card of any subject who is developed as a security informant should be canceled. In requesting the Bureau's permission to designate such a subject as a security informant, direct Bureau's

NW 88321 DocId:32989529 Page 440

attention to the existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning the cancellation of the card. The card may be destroyed upon receipt of Bureau authority to designate the subject as a security informant.

(f) Subject no longer dangerous or potentially dangerous
Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in the security index, information is received or investigation develops information indicating that he is no longer a threat to the internal security by reason of [physical condition,] defection or expulsion from the subversive movement, membership in or affiliation with which was the reason for placing him in the security index. Such defection may be shown by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to the principles of the subversive movement. The latter may manifest itself in declarations by a subject in the presence of confidential informants or other sources, statements to the press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be canceled, advise Bureau by letter of results together with a recommendation for cancellation which must be approved by Bureau.

(g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection
As security index cases are reviewed upon reopening in the field, there will be instances in which removal will be required by application of the security index criteria set out in 87D 7b (3). With the passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

Letters recommending removal of a subject's name from the security index should be accompanied by form FD-122a if facts in the case warrant the inclusion of subject's name in section A of the reserve index.

The following procedures should be followed in the case of those individuals not being recommended for inclusion in section A of the reserve index:

I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in the field, retain security index cards pertaining to such subjects bearing the descriptive matter on reverse sides; i.e., the cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

NW 88321 DocId:32989529 Page 441

II. Mark canceled across face of each card being retained and file in the reserve index, section B.

III. The above instructions do not apply in the case of individuals removed from the security index based upon activity in the Nation of Islam. Security index cards in such cases should be destroyed.

(h) Subjects of Chinese extraction

In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on the security index following a recommendation submitted in accordance with the instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against the U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in the least possible time prior to others in security index.

Individuals in security index tabbed[priority I and/or priority II]would be arrested first in event of a limited but grave emergency, probably without the arrest of other security index subjects.

In an all-out emergency, <u>all</u> subjects whose names are in the security index will be considered for immediate apprehension.

Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed[priority]

I. Each security index subject should be considered for [priority I]tabbing who falls within one or more of following categories:

[(A)] All top functionaries

[(B) All individuals considered to be hard core national and state basic revolutionary organization leaders and those leaders of other subversive organizations and unorganized groups and individuals who have indicated a propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare. Examples of activities of individuals who should be included in this priority are as follows:]

[i.] Activity as organizers or leaders in the organization

[ii.] Special training at Lenin School or Far Eastern Institute in Moscow

[iii.] Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations

[iv.] Violent statements or strong revolutionary tendencies as shown by their activities

NW 88321 DocId:32989529 Page 442

[v.] Persons active in the Communist[Party or other organization underground apparatus]

[vi.] Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency

[(C) Individuals employed in or having access to key and/or defense facilities

II. Security index subjects considered for priority II

(A) All individuals who are considered to be of second level leadership of basic revolutionary organizations and other subversive organizations and individuals who present a significant threat but are in less influential positions than those in priority I

III. All other individuals on the security index will be tabbed priority III.]

(c) Recommendations for and removal of[priority]designation

I. Approval of SAC

Designation of each subject[as to priority]or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor.

II. When form FD-122 is submitted recommending either tabbing for[priority]or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.

(d) Administrative procedures for handling[priority]program

Take following action to assure that security index cards for subjects tabbed for priority of apprehension will be readily available for emergency action in your office:

I. [Deleted]

II. Geographical section

Divide geographical section of security index into[three] distinct parts.

(A) Part I of geographical section shall include only security index cards for subjects who are tabbed [priority I.]

(B) Part II of geographical section shall contain security index cards for all subjects that are tabbed priority II.]

(C) [Part III of geographical section should contain security index cards for all subjects who are tabbed priority III.]

[(D)] In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into[parts I, II, and III.]

[(E) Priority cards will be the following colors: priority I - beige, priority II - green, priority III - white]

III. Alphabetical section

(A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.

(B) [Deleted]

(C) [Priority]tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters["P I," "P II," or "P III"]in first line on [the]cards.

NW 88321 DocId:32989529 Page 443

IV. [Deleted]

(e) General

I. Tabbing of cards

The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab.

II. Removal from[priority I and priority II]

Careful analysis must be made of each case in which deletion from[priority I and priority II]is proposed. For instance, when a[subject]is being removed from [priority I or priority II tabbing,]file review may well disclose that subject qualifies for[priority]tabbing for reasons covered in 87D 7b (11) (b).

c. Individuals employed in or having access to key facilities and defense facilities

(1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility and/or defense facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

(b) Verification of key facility or defense facility status of place of employment

Department of Defense Key Facilities List and Defense Facilities List (maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

NW 88321 DocId:32989529 Page 444

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index

In recommending key facility employee for inclusion in security index, FD-122 is to contain:

(a) Key facility geographical reference number

(b) Abbreviation for agency having security responsibility. [The Department of the Army has been designated the agency having security responsibility for all key facilities.]

(c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.

(d) [Deleted]

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) Dissemination

Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory security information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

NW 88321 DocId:32989529 Page 445

classified contracts with the key facility. Copies of reports for the Marine Corps should be disseminated locally to NISO.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Top functionary program

(1) General

Purpose of top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups,[subversive organizations, or unorganized groups who have indicated a propensity for violence.]

(2) [Deleted]

(3) Definition[of top functionary]

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement. [This also applies to an individual, either a member or a nonmember of other subversive organizations or unorganized groups, who would be on a high policy level in the movement.]

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in[the]organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements. Black nationalist extremists whose importance justifies continuous investigative attention should be considered for designation as top functionaries.

(4) Manner of designation[of top functionary]

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement[and other subversive movements. Top functionaries are to be included in priority I and reports are to be submitted in accordance with 87D 7f (2).]

NW 88321 DocId:32989529 Page 446

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

[(5) Regulations governing [the handling] of top functionaries

[(a) Designation and deletion of top functionary status
Designate or remove a subject as a top functionary by individual letter to the Bureau carrying the subject in the caption and containing a brief statement as to the reason for designation or deletion.

Where office of origin for top functionaries is transferred, deletions in the old office of origin and additions in the new office are handled in accordance with 87D 7b (9) (b).

(b) Photographs
Photographs must be obtained for each top functionary. Whenever possible, the photographs should be obtained from public records, law enforcement agencies, state or Federal Government agencies, and similar sources. Where more direct means employed, use extreme care to avoid prejudicing the investigation. Send one copy of photograph of each top functionary to the Bureau, either by cover letter or as enclosure to a report. Maintain a copy of each photograph in the subject's individual case file in the field. If album of top functionary photographs maintained, be sure duplicates are also filed in each individual subject's file.

(c) Handwriting specimens
Suitable handwriting specimens of each top functionary must be obtained. Whenever possible, obtain handwriting specimens from public records, law enforcement agencies, and similar sources. Again, if more direct means employed, use extreme care. Send specimens to the Bureau under a separate cover letter by registered mail for the attention of the FBI Laboratory. Letter should bear caption of individual case.

Handwriting specimens should be sufficiently extensive to permit possible future comparisons by the Laboratory. When specimens submitted may be of value as evidence, letter of transmittal should so state and Bureau should be requested to return specimens after copies have been made.

(d) Security index cards
Request preparation by FD-122 at the earliest possible moment. Same rules apply to preparation and maintenance as apply to other security index cards. All security index cards for top functionaries shall be designated for priority I.

(e) Change of office of origin
FD-128 changing office of origin on a top functionary automatically deletes him as top functionary in old office and adds him as a top functionary in new office. For further instructions concerning the change of office of origin in these cases, see 87D 7b (9) (b).

(f) Reports
I. Character - Internal Security - (followed by appropriate letter designating the organizational affiliation or nationalistic tendency)

(6) Maintenance of list
Each office must maintain a current list on top functionaries.]

NW 88321 DocId:32989529 Page 447

e. Correlation of other investigations with the security index and reserve index
Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or reserve index.

(1) Espionage and foreign intelligence investigations
Subjects of these investigations must be included in the security index and/or the reserve index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the reserve index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations
Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or reserve index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports showing disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports showing the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, U. S. Information Agency applicant, departmental applicant, Bureau applicant, and other Bureau investigations
Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the reserve index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports showing disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

NW 88321 DocId:32989529 Page 448

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

f. [Submission of and general rules concerning security reports]

(1) General

[Submission of summary reports should not be delayed for the purpose of conducting current investigation in previously closed cases, but appropriate leads should be set out.]

NW 88321 DocId:32989529 Page 449

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f[(2) and (7).]

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) [Schedule of submission of reports
Reports shall be submitted on individuals designated for priority as follows: priority I - semiannually (top functionaries - quarterly); priority II - annually; priority III - every 2 years.]

[(3)] Origin
The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

[(4)] Classification
(a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology
(b) 105 - for members of Puerto Rican nationalist-groups or others having nationalistic tendencies of a non-Marxist character
(c) 157 - Nation of Islam and other black nationalist matters

[(5)] Title
Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

NW 88321 DocId:32989529 Page 450

[(6)] Character

(a) Top functionaries

Internal Security (or Racial Matters if subject is a black nationalist) - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Internal Security - C
Internal Security - SWP
Racial Matters - NOI

(b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a[top functionary,]the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a[top functionary,]the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.

[(7)] Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries

I. Pending inactive

(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) [Deleted]

NW 88321 DocId:32989529 Page 451

(c) Other security index subjects
I. Closed
(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of[a periodic]investigative report [according to priority designation.] If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter (form FD-400) to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the[periodic]report is due. Such cases shall also be opened and assigned six months after submission of the[periodic]report to accomplish verification of addresses[and further verification must be handled in accordance with 87D 7b (7) (b).] Upon such verification, the cases should be closed administratively.

(d) Cases of subjects recommended for security index
I. Pending inactive
(A) If all active investigation completed at the time FD-122 forwarded to Bureau
(B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.
II. Closed
(A) Upon receipt of security index card from Bureau and dissemination to Secret Service
(B) Thereafter follow by administrative tickler for investigative report as in (c) above.

(e) Subjects not in security index who are not to be included therein
I. Closed
(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

[(8)] Content
(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.
I. Background
(A) Birth date
(B) Citizenship status
(C) Education
(D) Marital status
(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
(F) Identification record
(G) Employment
(H) Residence
(I) Status of health (if known)
II. Connections with Communist Party, other basic revolutionary groups, front[groups, Black nationalist extremist groups,[and/or other subversive organizations or unorganized groups]
(A) Information concerning admission to revolutionary group including sponsors, etc.
(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 452

III. Revolutionary statements made by subject showing advocacy of overthrow of Government by force or violence
  (A) Determine each statement and ascertain full details surrounding each.
  (B) Determine all statements by subject showing complete adherence to principles of Marxism-Leninism or other revolutionary doctrines espoused by subversive group with which subject is identified.

IV. All other activities of subject indicating furtherance of program of subversive organizations with which he is associated
  (A) Speeches
  (B) Writings
  (C) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
  (D) Determine all pertinent contacts between subject and leaders of party.
  (E) Ascertain details concerning the subject's attendance at Lenin School, attendance at training schools of subversive organizations with which subject has been identified, or activity as instructor at such schools.

V. False statements made by subject including use of aliases Such evidence obtained from passports, voting, marital records, income tax returns, employment and selective service records, among others, may be in your files.

VI. Miscellaneous
Consider pertinent items not falling under the above categories.

(b) So far as possible all reports on individuals should be confined to:
  I. Proof of membership and activity in basic revolutionary organization, front organizations, [and/or other organizations or unorganized groups]
  II. Information concerning position and importance of subject in subversive movement
  III. Pertinent background information

Include in security reports only information pertinent to determining whether or not subject is engaged in subversive activities. Be certain to set out the date or period to which it pertains; e.g., John Doe advised on January 15, 1968, that subject attended Communist Party meetings in January, 1962, in Syracuse, New York.

(c) Information suggestive of additional leads and information of particular significance in showing subject's knowledge of and adherence to revolutionary aims of organization or organizations with which he is associated should be fully and carefully reported.

(d) Each report is to include all information having any pertinency as to whether or not there is justification for security index card. This includes pertinent information concerning background and subversive activities.

(e) When previous summary reports which have been prepared are not suitable for dissemination because of disclosure of sources, information contained therein should be included in current summary reports with sources fully protected. Each office must be certain that all pertinent information has been incorporated in either a past or current disseminative summary report.

(f) Frequently information will have been obtained[reporting] subject's presence at numerous meetings of subversive organizations over a period of years. In many instances these facts will have been reported by only one informant. In others, two or three informants will have reported subject's attendance at meetings. The question of pertinency of all such items is dependent upon the weight of all of the evidence obtained against the subject.

(g) Such repetitious and cumulative items to be specifically set forth in reports may be reduced in number to the point where they will be limited to a representative number of such items. Each such item specifically set forth must be fully documented.

(h) The number of such items to be included in each instance will be dependent upon the preponderance of other evidence available for inclusion in the report which will lend weight to our case against the subject.

(i) Selection of such items with regard to period of time will be dependent upon all facts developed against subject. Selection should be based upon the objective of specifically reporting data sufficient to justify continued detention of each subject if apprehended.

When selection of representative number of such items is made, they should be followed by a general statement summarizing any other items furnished by source. The summarizing statement should indicate that source advised during a specified period of time that subject also attended a certain number of other meetings during a certain period.

In the documentation of a summarizing statement set out the file number and serial scope.

NW 88321 DocId:32989529 Page 454

(j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

(k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

[(9)] Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

1. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature.

NW 88321 DocId:32989529 Page 455

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

(A) That subject's name is included in the security index or agitator index

[(B) That data appearing on security index card[or agitator index card]is current

[(C) That FD-122[or FD-397]has been submitted to Bureau where security index card[or agitator index card] changes are necessary

(D) That a suitable photograph is or is not available and date photograph was taken

(E) That subject is employed in a key facility and agency charged with security responsibility is specified and that agencies interested in that facility are specified

(F) Reason for classifying report

(G) Dates subject was previously interviewed and reason for not reinterviewing subject

(H) That subject no longer meets security index or agitator index criteria and a letter has been directed to the Bureau recommending cancellation

(I) That subject's case has been reevaluated and reasons are set forth as to why subject's activities continue to fall within security index or agitator index criteria

[(J) That subject's security index card is[designated priority I or priority II]and reasons why subject's activities warrant[such designation]

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of photostats of documents obtained by the other offices and the identity

NW 88321 DocId:32989529 Page 456

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7e (2). of this manual. For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 87D 7c (3), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation Administration (FAA)
FAA issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to FAA. Such dissemination will be made only at the Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

(9) Security index - dissemination of information to Secret Service
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status [only in those cases in which the subject is categorized as falling within category 3 of the agreement between the Federal Bureau of Investigation and the Secret Service concerning Presidential protection.] Forward FD-376 as in any other case. [Prompt dissemination should be made of information developed regarding individuals falling within other than category 3.]

NW 88321 DocId:32989529 Page 457

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.

After initial dissemination to Secret Service in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on the security index, in addition to dissemination to Secret Service, also advise the Immigration and Naturalization Service (INS) locally, and furnish four copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Bear in mind in filling out the reference that some letterhead memoranda have been expressly prepared for dissemination to Secret Service only and have not been furnished to the Department or INS; therefore, the copy furnished INS locally and two of the copies furnished the Bureau should reference the last communication to INS.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 134B, volume IV, of this manual.

Upon transfer of office of origin in one of these cases, the old office of origin is to furnish Secret Service locally with the subject's new residence and business address and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally. The new office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to the subject's status or until preparation of the next periodic report in the case.

(10) Dissemination at the Bureau

There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities.

Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a letterhead memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

NW 88321 DocId:32989529 Page 459

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 460

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 461

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 464

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 465

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 466

Communist Party members, review of field office files, pretext interviews, surveillances, Special Agents attending mass meetings, etc.

4. Internal Security Act of 1950

To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to[show]extent to which

a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of

b. Its support, financial or otherwise, is derived from

c. Its funds, resources, or personnel are used to further or promote objectives of

d. Positions taken or advanced by it from time to time do not deviate from those of

Any communist-action organization, communist foreign government, or the world communist movement.

5. Panel sources

a. Purpose

To develop potential witnesses who will be willing to obtain and introduce legally admissible evidence re subversive nature of organizations in future prosecutive action

b. Program

(1) Since Special Agent and active security informant testimony is undesirable, field should recruit panel of potential witnesses locally. Some may be found among American Legion contacts, plant informants, former and exposed security informants, etc.

(2) Panel members should attend public rallies and meetings, as well as obtain literature of organizations they are covering.

(3) To aid panelists, exhibit photographs of individuals they will most likely encounter at front organization functions.

(4) Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, the same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants. (See section 107, volume IV, of this manual.)

(5) Legitimate expenses incurred by panel members should be reimbursed in same manner as security informants.

(6) Eliminate inactive, ineffective, or unsatisfactory panelists on a continuing basis. At time of submission of semiannual letter, office panel should be reviewed to make certain all such panelists have been removed.

(7) Identities of panelists should be concealed.

c. Administrative handling

(1) Check prospective panelists through office indices, local police department, credit records, and established informants. If no undesirable information is developed, initial contact may be made with panelist to ascertain cooperativeness.

(2) Submit names of cooperative panelists to Bureau by letter outlining complete background and recommendation as to inclusion in office panel. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When approving the field's recommendation, this single-page copy will be stamped "Approved" by Bureau and will be returned.] Be certain such individuals are not plants and will consider relationship with Bureau in confidence.

NW 88321 DocId:32989529 Page 467

(3) Open 134 file when active investigation of prospective panelist is initiated. When preliminary investigation completed and Bureau has approved panelist, close file administratively if panelist is not contacted regularly.

Regular contacts with panelists should be noted in their respective files.

(4) Only Agents designated should handle panelists.

(5) Every four months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, 3b, volume IV, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

Gifts should not be given to sources since such actions might be misconstrued.

(6) Summary letter captioned "Panel Source Program" (Bufile 134-1113) to be prepared and submitted to Bureau March 25 and September 25 each year. Use following topical outline:

(a) Status of program
Include progress in panel development. Show total number of new panelists developed and total number of panelists discontinued during six months' period.

(b) Total number panel sources active

(c) Names of organizations covered

(d) Number and identities of panelists redesignated to informant or potential informant status since <u>institution</u> of panel program

d. Suggestion
Designate, where practicable, coordinating Agent to maintain roster of current panel members and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organization functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and communist publications.

6. Classification - 100

7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.

(5) Character

(a) Key figures and top functionaries

Internal Security [(or Racial Matters if subject is a black nationalist)]- followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Internal Security - C
Internal Security - SWP
[Racial Matters - NOI]

(b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. [Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.]

(6) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries

I. Pending inactive

(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures

I. Pending inactive

(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

NW 88321 DocId:32989529 Page 469

(c) Other security index subjects

I. Closed

(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter [(form FD-400)] to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

(d) Cases of subjects recommended for security index

I. Pending inactive

(A) If all [illegible] investigation completed at the time FD-122 forwarded to Bureau

(B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

II. Closed

(A) Upon receipt of security index card from Bureau and dissemination to Secret Service

(B) Thereafter follow by administrative tickler for investigative report as in (c) above.

(e) Subjects not in security index who are not to be included therein

I. Closed

(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(7) Content

(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

I. Background

(A) Birth date

(B) Citizenship status

(C) Education

(D) Marital status

(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)

(F) Identification record

(G) Employment

(H) Residence

(I) Status of health (if known)

II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations or black nationalist extremist groups)

(A) Information concerning admission to revolutionary group including sponsors, etc.

(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 470

(10) [Deleted]

f. Established sources and informants who are students or employees at an institution of learning, but who are not reporting on any campus activities or any matter pertaining to the educational institution, may be contacted without Bureau authority. These contacts must be made away from the campus.

g. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

h. Photographic surveillances

(1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.

(2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.

(3) No such surveillances should be instituted without specific Bureau authority.

NW 88321 DocId:32989529 Page 471

(3) By force or violence, or
By assassination of any officer of such government
It will be necessary to show:
(a) The identity and official capacity of such officer
(b) The identity of persons conspiring to assassinate, or actually assassinating such officer
(c) Full details surrounding the assassination or attempted assassination
(d) Reasons for the assassination, and ends to be gained by such assassinations, or

b. Printed, published, edited, issued, or circulated
(1) The person with the intent to cause the overthrow or destruction of the Government of the U.S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
(2) Printed, published, edited, issued, circulated, sold, distributed, or publicly displayed written or printed matter
(3) Advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying the Government

NW 88321 DocId:32989529 Page 472

of the U. S. by force or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof, or

c. Organized society, group, or assembly
   (1) The person organized, or helped organize, a society, group, or assembly of persons
   (2) Which taught, advocated, or encouraged the overthrowing or destruction of the Government of the U. S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
   (3) By force or violence, or
   (4) The person became a member of, or affiliated with, such society, group, or assembly of persons
   (5) Knowing the purpose thereof

B. SUBMISSION TO THE BUREAU OF SUBVERSIVE DEROGATORY INFORMATION ON INDIVIDUALS

1. To insure the proper discharge of the Bureau's responsibility to furnish information at the seat of Government at the request of other agencies and to have it available at the seat of Government when such requests are received from other agencies, the Bureau must be promptly furnished, for indexing purposes, by offices covering the national and local headquarters of the various subversive organizations, the names of, and identifying data concerning, persons affiliated with and becoming affiliated with the following types of organizations:
   a. Basic revolutionary organizations or groups
      Communist Party, USA
      Socialist Workers Party
      Proletarian Party of America
      Other Marxist revolutionary organizations including splinter groups, if any, of the preceding three organizations
      Nationalist Party of Puerto Rico
   b. Nationalist and fascist-type groups
   c. Front organizations of 1, a and b above, including those
      (1) Cited by the Attorney General
      (2) Cited or declared by the House Committee on Un-American Activities or by any of the various legislative committees
      (3) Described as such or as an organization dominated or controlled by one of the basic revolutionary organizations or groups by security informants or other sources of known reliability
   [d. Black nationalist extremist groups]

   Such lists should include the organization's membership list and any other record showing affiliation.

2. Field offices obtaining information concerning such affiliation of individuals residing outside their territory must expeditiously furnish such information to the office covering the address of the person.

3. The information should be submitted to the Bureau in duplicate by letter captioned with the title of the organizational case file, for example, "Communist Party, USA, ________ District, ________ Division; Internal Security - C" or "Socialist Workers Party, ________ Division; Internal Security - SWP" and should clearly indicate that the list is being furnished to the Bureau for indexing purposes only.

4. Information received from all sources, including that received from confidential sources, highly confidential sources, reports of security informants and sources, and public and other sources, should be reviewed to insure that the Bureau has been furnished in the past and will be furnished in the future lists of all individuals (together with identifying data) affiliated with all organizations set forth in 1 a, b, c, [and d.]

5. In forwarding such information to the Bureau, the offices should incorporate, insofar as possible, information concerning a number of individuals in one letter. The letter should contain sufficient identifying data concerning each individual to enable the Bureau to identify that individual

NW 88321 DocId:32989529 Page 473

with any additional information contained in the Bureau's files.

6. The names of subscribers to Communist Party nominating petitions and the names appearing on subscription lists of "The Worker," "People's World," and publications and organs of the organizations set forth in 1 a, b, c, and d must be indexed in the field office covering the address shown for the subscriber and should not be forwarded to the Bureau for indexing. Mailing lists as such which cannot be identified as membership lists of subversive organizations also should be indexed in the field and not forwarded to the Bureau. Field offices obtaining such lists must promptly furnish them to the office covering the address shown for the subscriber.
7. Important subversive derogatory information concerning any individual and any new subversive derogatory information concerning any individual of importance must be brought to the attention of the Bureau by expeditious means.
8. Subversive and nonsubversive derogatory information coming to the attention of the field office through a name check or otherwise on an employee of the executive branch of the Government, which information is within the purview of Executive Order 10450, should be forwarded promptly to the Bureau for dissemination to the Civil Service Commission. In addition, subversive derogatory and other information relating to other employees of the Government and to employees of the United Nations and of other public international organizations received by the field office should be brought immediately to the attention of the Bureau.
9. These instructions do not affect and are in addition to existing instructions for the submission of information in report form.

C. INVESTIGATION OF THE COMMUNIST PARTY, USA, SOCIALIST WORKERS PARTY, AND OTHER MARXIST REVOLUTIONARY-TYPE ORGANIZATIONS

1. Policy

a. Communist Party, USA

By Presidential Directive on 9-6-39 and subsequent restatements (see section 102, volume IV, of this manual), this Bureau is charged with the responsibility of coordinating all information with regard to the internal security of the U. S. Since 1939, a large portion of the Bureau's security investigations has been directed toward a coverage of the activities of [illegible] and other groups whose aims seek the overthrow of the U. S. Government. The Communist Party, USA, is the best organized and most dangerous from a security standpoint. The party is not an isolated or purely domestic organization but is part of an international communist movement led and dominated by the Communist Party of the Soviet Union, the ultimate aim of which is to establish a world-wide communist state. The Communist Party, USA, bases its theory on the principles of Marxism-Leninism. (Considerable evidence shows that these principles look toward the violent overthrow of the U. S. Government or its downfall in the event of a war with the Soviet Union.) It would be a grave error to suppose that, because the party is actually and potentially small, it is not dangerous. The contemplated role of the party is such that it can be played best by an organization which is cohesive, easily mobilized, highly maneuverable, fanatically zealous, well disciplined, and immediately responsive in an emergency to the demands of its leaders. The highest authority in the Communist Party, USA, is the national convention which meets approximately once every two years. Between these conventions, the national committee is the highest authority of the party.

NW 88321 DocId:32989529 Page 474

The Communist Party, USA, is divided into district and state organizations, then into county, city, section, and club organizations. The number and nature of these subdivisions are dependent on the number of members in the various localities. Every party member must belong to a party club.

The Communist Party strategy and policy is based primarily on the loyal support and defense of the Soviet Union. The party line changes from time to time depending upon the current program of the international communist movement.

b. Socialist Workers Party

The Socialist Workers Party was founded at a convention held in Chicago, Illinois, from 12-31-37 to 1-3-38. The present headquarters are located at 116 University Place, New York 3, New York. The following statements are taken from the "Declaration of Principles and Constitution of the Socialist Workers Party" which was adopted at this convention:

"The purpose of the party is set forth in its declaration of principles: Its purpose shall be to educate and organize the working class for the abolition of capitalism and the establishment of a workers government to achieve Socialism." (From article 11 under the caption "Purpose.")

"We call upon all revolutionary militants to join with us to build the SWP into the mass revolutionary party which will lead the working class of the United States to power; and which, together with the revolutionists of all countries united in the Fourth International, will ach[illegible]ve the victory of the international revolution and of world Socialis[illegible]."

"The main [illegible]pecific task of the SWP is the mobilization of the American masses for [illegible]uggle against American Capitalism, and for its overthrow...." ([illegible]art. III of ab[illegible]e pamphlet.)

Shortly after the Four[illegible] International was founded in Switzerland on 9-3-38, the Socialist [illegible]rkers Party in the U. S. announced that it was the "Amer[illegible]an Sect[illegible]n" of the "world party of the Socialist revolution" (Fourth International). At a special convention on 12-21-40, the Socialist Workers Party passed a resolution ending its organizational connection with the Fourth International (because of the passage of the Voorhis Act).

This organization [illegible]llows the [illegible]rxist-Leninist-Trotskyist line. St[illegible]ements made b[illegible] functionaries indicate that in the event of war be[illegible]een the U. S. [illegible]nd the Soviet Union, the Socialist Workers Party wo[illegible]d defend the latter.

c. [Deleted]

NW 88321 DocId:32989529 Page 475

d. Other Marxist revolutionary groups
A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

e. General
Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

2. Purposes of investigation

a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.

b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:

(1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered

(2) Development of confidential informants in all party levels, including the national headquarters organization

(3) The constant effort to develop admissible evidence against party officials for violation of Federal laws

[c. [Deleted]

NW 88321 DocId:32989529 Page 476

3. Investigative procedures and suggestions
This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings. Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

(1) Organization (Bureau file 100-3-69)

(a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. List address and/or post office box number of party headquarters.

(b) Identify principal district officials and important functionaries, together with titles, and furnish a short resume of important activities of each during three-month period.

(c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.

(d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.

(e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

(2) Membership (Bureau file 100-3-68)

(a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page, [which page(s) must be devoted exclusively to such data.] Office of origin, which is office covering Communist Party district headquarters, should submit following figures:

I. For entire Communist Party district
II. For individual states covered by Communist Party district
III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

I. For state or portion of state covered by that field office
II. For number of Communist Party members in the area covered by that field office

[The total number of Communist Party members in the area covered by field office, either origin or auxiliary, should be broken down as to the total number of Negroes in the over-all numerical strength of the Communist Party, USA, in the

NW 88321 DocId:32989529 Page 477

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 478

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 479

D. SECURITY INVESTIGATION OF INDIVIDUALS

1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

a. Communist Party, USA
b. Socialist Workers Party
c. Progressive Labor Party
d. Proletarian Party of America
e. Nationalist Party of Puerto Rico
f. Johnson-Forest Group
g. American Socialist Clubs
h. See also 87C 1d.
[i. Black nationalist extremists, although technically not members of basic revolutionary organizations within the above meaning, should be investigated under the same rules. (See section 122, volume IV, of this manual for additional guides.)]

2. Responsibility of the Bureau

a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movements and activities in the event of a national emergency

3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

b. Determination of violations of Federal statutes

To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.

(1) Direct investigation towards obtaining admissible evidence to establish the violation.

(2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.

(3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).

(4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.

NW 88321 DocId:32989529 Page 480

(5) Title 5, USC, §[7311, and Title 18, USC, § 1918,]prohibit Government employment of persons who are disloyal or who assert the right to strike against the Government. [Title 5, USC, § 3333,]provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, §[303,]so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this Law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section 69H of this manual entitled "Security of Government Employees - Fraud Against the Government" for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.

(6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violations are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, however, remain alert for information the form is later presented to Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

NW 88321 DocId:32989529 Page 481

(4) Content

(a) Each card in section A and section B should contain, as a minimum, the following:

I. Name and aliases
II. Race
III. Sex
IV. Organizational affiliation or nationalistic tendency
V. Citizenship
VI. Residence
VII. Employment
VIII. Birth data
IX. Office file number
X. The letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section 134B, item 2, volume IV, of this manual

(b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.

(5) Removal and deletion of cards

(a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.

(b) Advise the Bureau of the destruction only in the case of section A cards.

b. Security index

(1) Purpose

(a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.

(b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations or who are black nationalist extremists and who will be apprehended upon receipt of instructions from the Attorney General.

(c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.

(d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

NW 88321 DocId:32989529 Page 482

man ver to review security index cases.

(e) Names shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.

(f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.

(g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.

(h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.

(i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.

(2) Determination of dangerousness of an individual

(a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness;[however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.]

Among such factors are:

I. Long continued membership in a subversive organization
II. Affiliation with or attendance at training schools, especially leadership schools
III. Frequent or regular attendance at organizational meetings and functions
IV. Subscriptions to publications of a subversive organization
V. Possession of or continued study of revolutionary literature
VI. Preparation or distribution of subversive propaganda and/or literature
VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

NW 88321 DocId:32989529 Page 483

particular attention should be given during the course of investigation of individual members of this organization to the developing and reporting of such statements on the part of these individuals, including the reporting of violent and revolutionary statements made by other members in their presence. Such statements should be reported in detail. [These instructions should be applied to other black nationalist extremist groups.]

(e) When subjects are removed from the security index solely on the basis of application of the above criteria with no affirmative indication of defection, retain the cancelled security index cards for future reference under procedures set out in 87D 7b (10) (g).

(4) Recommendations for and preparation of security index cards

(a) The SAC shall personally recommend inclusion in and removal of any name from the security index except in offices having more than 1,000 security index subjects, in which offices the recommendations must be made by the SAC, the ASAC, or Bureau-approved security supervisor.

NW 88321 DocId:32989529 Page 484

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

(a) The data recorded on security index cards shall be in an up-to-date status at all times.

(b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects must be checked at least once each six months, except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country, [including Cuba since 10-1-60)] (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every thirty days. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

(c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.

(d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.

(e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.

NW 88321 DocId:32989529 Page 485

(f) The subject of verifying addresses of security index subjects (other than top functionaries and key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary and key figure cases are to be handled as provided in section 87D 7f [(6).] Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.

(8) Changes, additions, and deletions of data appearing on security index cards

(a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.

(b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.

(c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.

(d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.

(e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

(f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:

I. Check accuracy of data on cards.

II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.

III. File third card in alphabetical section of security index.

IV. Destroy old cards.

(9) Movement of subjects between offices and transfers of security index cards

(a) Subjects of security index cards other than key figures and top functionaries

I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.

II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.

III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title.

IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

NW 88321 DocId:32989529 Page 486

selecting key figures in the labor field, give consideration to the critical nature of the industry or trade involved and the fact that certain industries, such as transportation and communication, are particularly vulnerable to communist infiltration and sudden disruptive action.

V. Editors, publishers, and business managers of generally recognized communist publications or communist publishing houses and operators of the important communist bookstores

VI. Prominent figures in the communist-owned and -controlled educational institutions, generally referred to as workers schools

VII. Attorneys and bondsmen who are active in the communist movement and are known to furnish important assistance to the communist movement

VIII. Espionage or nationalistic tendency subjects whose activities are connected to a significant degree with the program of the Communist Party, provided they have no recognized diplomatic status. Investigation and preparation, submission, and dissemination of reports governed by instructions issued in individual cases in this category and the general rules governing key figures as subsequently set forth in this section are not applicable to these subjects.

The above list is not all-inclusive. There may be individuals who, because of their profession, position in public life, Government employment, or other associations, may not see fit to serve outwardly in behalf of the Communist Party or its related groups but who, because of their established communist sympathies and their contributions to the communist movement, might well conform to the general key figure definition set out above. Membership in the Communist Party or other basic revolutionary organizations is not a prerequisite to being a key figure and the designation may apply to both citizens and aliens [and to black nationalist extremists.]

(b) Regulations governing the handling of the key figure program

I. Designation and deletion of key figure status

Designate or remove a subject as a key figure by individual letter to the Bureau carrying the subject in the caption and containing a brief statement as to the reason for designation or deletion.

Where office of origin for key figures is transferred, deletions in the old office of origin and additions in the new office are handled in accordance with 87D 7b (9) (b) above.

II. Photographs

Photographs must be obtained for each key figure. Whenever possible, the photographs should be obtained from public records, law enforcement agencies, state or Federal Government agencies, and similar sources. Where more direct means employed, use extreme care to avoid prejudicing the investigation. Send one copy of photograph of each key figure to the Bureau, either by cover letter or as enclosure to a report. Maintain a copy of each photograph in the subject's individual case file in the field. If album of key figure photographs maintained, be sure duplicates are also filed in each individual subject's file.

III. Handwriting specimens

Suitable handwriting specimens of each key figure must be obtained. Whenever possible, obtain handwriting specimens from public records, law enforcement agencies,

and similar sources. Again, if more direct means employed, use extreme care. Send specimens to the Bureau under a separate cover letter by registered mail for the attention of the FBI Laboratory. Letter should bear caption of individual case.

Handwriting specimens should be sufficiently extensive to permit possible future comparisons by the Laboratory. When specimens submitted may be of value as evidence, letter of transmittal should so state and Bureau should be requested to return specimens after copies have been made.

IV. Security index cards
Request preparation by FD-122 at the earliest possible moment. Same rules apply to preparation and maintenance as apply to other security index cards. All security index cards for key figures shall be tabbed for detcom under the priority apprehension program.

V. Change of office of origin
FD-128 changing office of origin on a key figure automatically deletes him as key figure in old office and adds him as a key figure in new office. For further instructions concerning the change of office of origin in these cases, see 87D 7b (9) (b).

VI. Reports

(A) Character - Internal Security - (followed by appropriate letter designating the organizational affiliation or nationalistic tendency)

(B) Submit reports every six months [showing] the subject's activities since last report. The key figure designations should be continuously evaluated so that their status will not be continued unless justified. These cases may be placed in a pending-inactive status as soon as the following conditions exist:

i. Reports have been submitted [showing] complete investigation definitely establishing by information of evidentiary nature subject's communist connections and activities and his importance in the communist movement plus essential background information.

ii. When no further action necessary other than maintaining contact with informants, keeping informed of subject's whereabouts, and generally following his activities. It is imperative that established sources of information be continued and still further informant coverage effected.

iii. Do not advise the Bureau by letter that case placed in pending-inactive status. Place cases on six-month ticklers to insure prompt submission of reports at six-month intervals.

iv. Cases involving key figures and top functionaries should be maintained in a pending status until such time as suitable photographs of subjects are obtained unless, of course, circumstances dictate to the contrary, in which case the Bureau should be so advised. The fact that handwriting specimens of key figures and top functionaries have not been secured should not prevent placing these cases in a pending-inactive status when all reasonable efforts have been made to secure them.

(C) Key figure cases may be closed and the designations deleted when subject enters the armed forces or other circumstances arise warranting such action. Additional information received shall be channelized to the closed file.

NW 88321 DocId:32989529 Page 488

VII. Maintenance of key figure list

(A) Each office must maintain current list of key figures including top functionaries. List may be kept by simple list system, by maintaining a file wherein all additions and deletions to the list are reported, or by a card index system. Maintain key figure list separate from security index.

(B) Key figures should retain their designation notwithstanding their departure for foreign travel or other circumstances requiring temporary discontinuance of investigation.

(C) Should a key figure become subject of a security of Government employees investigation, his name should continue to appear on the key figure list, but the investigation shall proceed in accordance with existing instructions governing SGE cases.

(3) Top functionaries

(a) Definition

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in party organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements. [Black nationalist extremists whose importance justifies continuous investigative attention should be considered for designation as top functionaries.]

(b) Manner of designation

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement.

NW 88321 DocId:32989529 Page 489

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

(c) Regulations governing top functionaries

I. Regulations set forth under (2) (b) above pertaining to key figures relative to photographs, handwriting specimens, security index cards, change of office of origin, detcom tabbing, character of reports, and inclusion in the key figure list apply to individuals designated as top functionaries.

II. Reports

Submit reports on top functionaries quarterly. Make status pending-inactive if there are no outstanding leads for active investigation.

e. Correlation of other investigations with the security index and reserve index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or reserve index.

(1) Espionage and foreign intelligence investigations

Subjects of these investigations must be included in the security index and/or the reserve index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendation for preparation of the security index card and/or the reserve index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations

Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or reserve index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports showing disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports showing the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, [U. S. Information Agency] applicant, departmental applicant, Bureau applicant, and other Bureau investigations

Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the reserve index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports showing disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

f. [Submission of and general rules concerning security reports]

(1) General

[Submission of summary reports should not be delayed for the purpose of conducting current investigation in previously closed cases, but appropriate leads should be set out.]

NW 88321 DocId:32989529 Page 491

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f[(6).]

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Origin

The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

(3) Classification

(a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology

(b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character

[(c) 157 - Nation of Islam and other black nationalist matters]

(4) Title

Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

NW 88321 DocId:32989529 Page 492

(5) Character

(a) Key figures and top functionaries
Internal Security [(or Racial Matters if subject is a black nationalist)]- followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:

Internal Security - C
Internal Security - SWP
[Racial Matters - NOI]

(b) Others
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. [Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.]

(6) Status
All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries
I. Pending inactive
(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures
I. Pending inactive
(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

NW 88321 DocId:32989529 Page 493

(c) Other security index subjects

I. Closed

(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

(d) Cases of subjects recommended for security index

I. Pending inactive

(A) If all active investigation completed at the time FD-122 forwarded to Bureau.

(B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

II. Closed

(A) Upon receipt of security index card from Bureau and dissemination to Secret Service

(B) Thereafter follow by administrative tickler for investigative report as in[(c)]above.

(e) Subjects not in security index who are not to be included therein

I. Closed

(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(7) Content

(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

I. Background

(A) Birth date

(B) Citizenship status

(C) Education

(D) Marital status

(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)

(F) Identification record

(G) Employment

(H) Residence

(I) Status of health (if known)

II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations[or black nationalist extremist groups)]

(A) Information concerning admission to revolutionary group including sponsors, etc.

(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 494

(j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

(k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

[(8)] Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

NW 88321 DocId:32989529 Page 495

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

(A) That subject's name is included in the security index [or agitator index]

(B) That data appearing on security index card is current

(C) That FD-122 has been submitted to Bureau where security index card changes are necessary

(D) That a suitable photograph is or is not available and date photograph was taken

(E) That subject is employed in a key facility and agency charged with security responsibility is specified and that agencies interested in that facility are specified

(F) Reason for classifying report

(G) Dates subject was previously interviewed and reason for not reinterviewing subject

(H) That subject no longer meets security index[or agitator index]criteria and a letter has been directed to the Bureau recommending cancellation

(I) That subject's case has been reevaluated and reasons are set forth as to why subject's activities continue to fall within security index [or agitator index]criteria

(J) That subject's security index card is or is not tabbed detcom and reasons why subject's activities warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of photostats of documents obtained by the other offices and the identity

NW 88321 DocId:32989529 Page 496

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 497

INDEX FOR SECTION 87D
References are to page.

E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

1. Purposes
   a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
   b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
   c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
      (1) Internal Security Act of 1950
      (2) Registration Act
      (3) Smith Act of 1940
      (4) Executive Order 10450
2. General policy
   a. Newly formed known or suspected subversive organizations,[including those affiliated with the new left movement]
      (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
      (2) [Conduct]sufficient inquiry[through established sources]to determine true character of group.
         (a) If further investigation warranted,[submit report and, thereafter, handle in accordance with]established report writing procedures.
         (b) If further investigation not warranted, advise Bureau results of[preliminary inquiry]and specific reasons for determination in letter form[and furnish any pertinent information developed in form suitable for dissemination.]
   b. Established subversive groups
      (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
      (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
      (3) Submit reports at least every six months.
      (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam and those affiliated with the new left movement, leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders who reside within the area covered by the reporting office are listed in the security index or are informants or sources. The cover pages of reports concerning those organizations affiliated with the new left movement should also contain this statement in reference to leading activists in the organizations, as well as their officers or leaders. Exceptions should be named and a statement made as to the status of their investigations.
   c. Organizations political in character
      (1) Investigation should not be instituted without Bureau approval.
      (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
   d. Organizations connected with institutions of learning
      (1) No investigation to be conducted without prior Bureau approval
      (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
      (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, including those functioning in an administrative capacity with an institution of learning.
      (4) Before conducting any interview with a student, graduate student, or professor connected with an institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview. Submit complete justification for desired interview to Bureau.
      (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.

NW 88321 DocId:32989529 Page 499

e. Legitimate noncommunist organizations that are communist infiltrated

(1) No investigation should be conducted without prior Bureau approval.

(2) Investigations should be handled most discreetly by experienced Agents.

(3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:

(a) The Communist Party has specifically instructed its members to infiltrate the organization.

(b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.

(4) When advising Bureau, include data concerning following items:

(a) Name and address of organization

(b) Extent of communist infiltration

(c) Identities of Communist Party members and positions held in organization

(d) Informant coverage afforded organization
Set forth positions held by informants and whether informants are members or merely reporting on organization.

(e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

(5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.

(6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.

(7) Data concerning following topics should be fully developed and reported on:

(a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.

(b) Address of organization

(c) Brief characterization of organization, including total membership

(d) Principal officers of organization

(e) Communist Party program to infiltrate this organization and influence its policy

(f) Results of this program, including Communist Party affiliations of officers and members

(8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.

(9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

NW 88321 DocId:32989529 Page 500

i. Dissemination of information to Secret Service regarding plots against the President

On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual.

The agreement provides that the FBI, in its investigations of organizations whose activities are inimical to the welfare of the U. S., will be alert to and promptly notify Secret Service of any information indicating a plot against the person of the President; thereafter, it is the responsibility of Secret Service to initiate such action as is necessary to neutralize such a plot.

The field must be alert during the course of the investigation of an organization for information indicating a plot against the person of the President. Upon receipt of such information, immediately furnish complete details to the nearest office of Secret Service and appropriate local law enforcement agencies and advise the Bureau at that time by teletype, or telephone if the facts warrant, of the information furnished and the fact it has been so disseminated. An immediate attempt should be made to verify the information received but no evaluation of the information should be attempted.

Prepare at once a letterhead memorandum which should include complete details disseminated and the identities of the Secret Service officer and the local law enforcement officers to whom given and the date and time of notification. Promptly disseminate the letterhead memorandum locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to the Bureau for dissemination at the SOG. Thereafter, copies of all letterhead memoranda and reports concerning the organization should be disseminated locally to Secret Service on a continuing basis and extra copies of such communications should be furnished the Bureau for dissemination at the SOG.

The field should insure that the identities of the members of the organization who are "in" on the plot are determined. Background information concerning the individuals (see items 1 and 3 of appendix A to the agreement) should be fully developed and included in the communications prepared and disseminated to Secret Service. If such identities and information are known at the time the initial information is received, they should be included in the first letterhead memorandum prepared in the matter.

3. Investigative procedures and suggestions re communist front organizations, [subversive organizations, suspected subversive organizations, and new left groups]

To accurately and clearly show true nature of [these] groups, data concerning the following topics, where applicable, should be fully developed and reported on:

a. Origin and scope

Date of formation. Circumstances under which founded. Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group. Identify all known chapters, if any, and location thereof.

b. Whether incorporated

Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.

c. Aims and purposes
[Particular emphasis should be placed on determining whether the organization advocates violence, resistance, and unlawful activity.]

d. Location of headquarters

e. Officers
List principal officers, board of directors, etc., and appropriate characterization of each showing [subversive] affiliation.

The cover pages of the report should state that all persons named as officers or leaders of the organization who reside within the area covered by the reporting office are listed in the security index or are informants or sources. [The cover pages of reports concerning those organizations affiliated with the new left movement should also contain this statement in reference to leading activists in the organization, as well as their officers or leaders.] Exceptions should be named and information furnished concerning the status of their investigations.

f. Membership
Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records showing affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.

g. Official organ, if any, and other literature
   (1) May be obtained through confidential mailbox, panel sources, and confidential informants
   (2) All such literature should be appropriately identified.
   (3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.

h. General activities

i. Finances
Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts. [It is extremely important that emphasis be placed on determining if funds are being furnished the organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.]

j. Support given to Communist Party
Preponderance of evidence should be developed showing support, financial or otherwise, given by the organization to the Communist Party.

k. Support received from Communist Party
Preponderance of evidence should be developed showing support, financial or otherwise, received by the organization from the Communist Party.

l. Implementation of Communist Party line
Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

NW 88321 DocId:32989529 Page 502

G. INTERNAL SECURITY ACT OF 1950 (PUBLIC LAW 831, 81st CONGRESS, CHAPTER 1024. SECOND SESSION) (TITLE 50, USC, §§ 781-816)[(PUBLIC LAW 237, 90th CONGRESS)]
The Internal Security Act of 1950 became effective on 9-23-50. The act generally provides for the registration of communist-action and communist front organizations: amends the obstruction of justice statute; implements the espionage and sabotage statutes and various immigration and naturalization regulations; prohibits contributing to the establishment of a totalitarian dictatorship; and provides for the detention of individuals in the case of an emergency. [It was amended effective 1-2-68 to delete the requirement that communist organizations and their members register themselves with the Attorney General, a procedure ruled unconstitutional by the U. S. Supreme Court on the grounds that such action violated the constitutional rights against self-incrimination. The amended provisions provide that, upon petition by the Attorney General, the Subversive Activities Control Board would hold quasi-judicial hearings and would determine whether the individuals and organizations cited were communist. The Subversive Activities Control Board would instruct the Attorney General to maintain a public list of individuals found to be members of communist-action organizations and of groups found to be communist-action, communist front, or communist-infiltrated organizations.]

The following provisions of the Internal Security Act of 1950 appear elsewhere in this manual as follows:

Subject	Provisions of I. S. A. of 1950	Manual references
Espionage	§§ 4b, c, d, e, f, 18, 19	§ 36
Excludable aliens	§ 22	§ 105
Sabotage	§ 21	§ 86
Obstruction of justice	§ 31	§ 76

Sections 23-30 of the Internal Security Act of 1950 deal with immigration and naturalization matters which are under the primary jurisdiction of Immigration and Naturalization Service.

This section of the manual is limited to the remaining provisions of the Internal Security Act pertaining to communist-action organizations, communist front organizations, contributing to the establishment of a totalitarian dictatorship, and the detention of individuals in the case of an emergency.

1. Communist-action organizations
   a. Definition - Title 50, USC, § 782 (3)
      "The term 'Communist-action organization' means any organization in the United States (other than a diplomatic representative or mission of a foreign government accredited as such by the Department of State) which (i) is substantially directed, dominated, or controlled by the foreign government or foreign organization controlling the world Communist movement referred to in section 781 of this title, and (ii) operates primarily to advance the objectives of such world Communist movement as referred to in said section."
   b. [Deleted]
   c. [Deleted]
   d. Factors to be considered by the Subversive Activities Control Board in determining whether an organization is a communist-action organization (Title 50, USC, § 792 (e))
      "(1) the extent to which its policies are formulated and carried out and its activities performed, pursuant to directives or to effectuate the policies of the foreign government or foreign organization in which is vested, or under the domination or control of which is exercised, the direction and control of the world Communist movement referred to in section 781 of this title; and

NW 88321 DocId:32989529 Page 503

"(2) the extent to which its views and policies do not deviate from those of such foreign government or foreign organization; and
"(3) the extent to which it receives financial or other aid, directly or indirectly, from or at the direction of such foreign government or foreign organization; and
"(4) the extent to which it sends members or representatives to any foreign country for instruction or training in the principles, policies, strategy, or tactics of such world Communist movement; and
"(5) the extent to which it reports to such foreign government or foreign organization or to its representatives; and
"(6) the extent to which its principal leaders or a substantial number of its members are subject to or recognize the disciplinary power of such foreign government or foreign organization or its representatives; and
"(7) the extent to which, for the purpose of concealing foreign direction, domination, or control, or of expediting or promoting its objectives, (i) it fails to disclose, or resists efforts to obtain information as to, its membership (by keeping membership lists in code, by instructing members to refuse to acknowledge membership, or by any other method); (ii) its members refuse to acknowledge membership therein; (iii) it fails to disclose, or resists efforts to obtain information as to records other than membership lists; (iv) its meetings are secret; and (v) it otherwise operates on a secret basis; and
"(8) the extent to which its principal leaders or a substantial number of its members consider the allegiance they owe to the United States as subordinate to their obligations to such foreign government or foreign organization."

[e. [Deleted]
[f. [Deleted]
[g. [Deleted]
[h. [Deleted]

2. Communist front organizations
   a. Definition - Title 50, USC, § 782
   "The term 'Communist-front organization' means any organization in the United States (other than a Communist-action organization" defined above) "which (A) is substantially directed, dominated, or controlled by a Communist-action organization, or (B) is substantially directed, dominated, or controlled by one or more members of a Communist-action organization, and (C) is primarily operated for the purpose of giving aid and support to a Communist-action organization, a Communist foreign government, or the world Communist movement, referred to in section 781 of this title."
   b. [Deleted]
   c. [Deleted]
   d. Factors to be considered by the Subversive Activities Control Board in determining whether an organization is a communist front organization (Title 50, USC, § 792 (f))
   "(1) the extent to which persons who are active in its management, direction, or supervision, whether or not holding office therein, are active in the management, direction, or supervision of, or as representatives or members of, any Communist-action organization, Communist foreign government, or the world Communist movement referred to in section 781 of this title; and
   "(2) The extent of which its support, financial or otherwise, is derived from any Communist-action organization, Communist foreign government, or the world Communist movement, referred to in section 781 of this title; and
   "(3) the extent to which its funds, resources, or personnel are used to further or promote the objectives of any Communist-action organization, Communist foreign government, or the world Communist movement referred to in section 781 of this title; and

NW 88321 DocId:32989529 Page 504

"(4) the exte[redacted]to which the positions taken c[redacted]dvanced by it from time to time o[redacted]matters of policy do not deviate from those of any Communist-action organization, Communist foreign government, or the world Communist movement referred to in section 781 of this title."

e. [Deleted]

f. [Deleted]

3. How proceedings are instituted (Title 50, USC, § 792 (§ 13 of act))
Whenever the Attorney General has reason to believe that any organization is a communist-action organization or a communist front organization, or that any individual is a member of an organization determined by a final order of the Board to be such, he shall file a petition with the Board and serve upon the organization or individual, as the case may be, a copy thereof, for a determination that such is true via a hearing before the Board.

4. Findings of the Board and publication of same (Title 50, USC, § 792 (§ 13 of act))
If, after a hearing on the matter, the Board finds - (1) that an organization is a communist-action organization or a communist front organization, it shall make a report in writing to state its findings and cause to be served on such organization an order determining the organization to be a communist-action organization or a communist front organization, or (2) that an individual is a member of a communist-action organization, it shall make a report in writing in which it shall state its findings and cause to be served on such individual an order determining such individual to be a member of a communist-action organization.

a. Findings of the Board shall be published in the Federal Register that such orders have become final and this publication shall be notice to all persons that such orders have become final. Records of the Board concerning such hearings shall be available to the public.

5. Employment of members; contribution of funds, services, or advice by Government personnel (Title 50, USC, § 784 (§ 5 of act))
"(a) When there is in effect a final order of the Board determining any organization to be a Communist-action organization or a Communist-front organization, it shall be unlawful -
"(1) For any member of such organization, with knowledge or notice of such final order of the Board -
"(A) in seeking, accepting, or holding any nonelective office or employment under the United States, to conceal or fail to disclose the fact that he is a member of such organization; or
"(B) to hold any nonelective office or employment under the United States; or
"(C) in seeking, accepting, or holding employment in any defense facility, to conceal or fail to disclose the fact that he is a member of such organization; or
"(D) if such organization is a Communist-action organization, to engage in any employment in any defense facility; or
"(E) to hold office or employment with any labor organization, as that term is defined in section 2 (5) of the National Labor Relations Act, as amended (29 U. S. C. 152), or to represent any employer in any matter or proceeding arising or pending under that Act.
"(2) For any officer or employee of the United States or of any defense facility, with knowledge or notice of such final order of the Board -
"(A) to contribute funds or services to such organization; or
"(B) to advise, counsel or urge any person, with knowledge or notice that such person is a member of such organization, to perform, or to omit to perform any act if such act or omission would constitute a violation of any provision of paragraph (1) of this subsection."

NW 88321 DocId:32989529 Page 505

[6. Use of mail and instrumentalities of interstate or foreign commerce (Title 50, USC, § 789 (§ 10 of act))
[The act requires any person acting for or on behalf of any organization for which there is in effect a final order of the Board determining it to be a communist-action organization or communist front to label properly all publications transmitted through the mail or by any means or instrumentality of interstate or foreign commerce.]

[[7.] Penalties (Title 50, USC, § 794 (§ 15 of act))
[Any organization which violates any provision of section 10 of this act shall, upon conviction thereof, be punished for each such violation by a fine of not more than $10,000. Any individual who violates any provision [of section 5 or 10 of this act shall, upon conviction thereof, be punished for each such violation by a fine of not more than $10,000 or [by imprisonment for not more than five years, or by both.

[[8.] Reporting of evidence developed on individual members
Any admissible evidence showing a violation of the Internal Security Act [of 1950,[as amended](Title 50, USC, § 784), as it pertains to union [officers, employees, and representatives of management[(see item 5, [part (a) (1) (3) above,]and volume III, section 67C, of this manual), should be furnished the Bureau in a report on the individual and the report should carry the single character, Internal Security Act of 1950 - Labor (classification 122). Any admissible evidence showing a violation of this act on the part of any other individual should be furnished the Bureau in report on the individual and the report should carry the dual character, Internal Security - C or Security Matter - C; and Internal Security Act of 1950 (classification 100), except employment in a defense facility in which case the words "Defense Facility" should appear instead of Internal Security Act of 1950. See section 87D of this manual for complete instructions relative to investigation of individuals.

[[9.] Instructions
The Bureau's responsibilities in connection with the internal security of this country necessitate that we promptly and thoroughly investigate all organizations subject to communist infiltration, influence, or control as set forth in section 87E of this manual. In view of the Internal Security Act of 1950, the necessity of developing legally admissible evidence as to the communist character of any organization must be emphasized during our investigation. Keeping in mind the factors to be considered by the Subversive Activities Control Board in determining whether an organization is a communist front, every effort must be made to develop legally admissible evidence relating to these factors. An investigation of any organization which might fall within the provisions of the Internal Security Act of 1950 should carry the dual character, Internal Security - C, Internal Security Act of 1950.

[[10.] Emergency detention provisions (Title 50, USC, §§ 811-826)
Sections 100 to 111 inclusive cover the detention provisions of the act in the event of a state of "Internal Security Emergency" and set up a program for the arrests of certain individuals, provisions for hearings after arrest, and the right to judicial review. Criminal provisions are set out in sections 112 to 114 inclusive, making it unlawful in connection with the detention provisions of the act to resist arrest, knowingly disregard or evade apprehension, escape from confinement,or conspire with others to escape from confinement or detention. Violations are also set out covering the aiding and assisting in the commission of the violations mentioned above and in the willful interference with the activities of any member of a review board set up under the detention provisions or any of its agents.

a. Bureau instructions
These provisions do not affect instructions regarding individuals considered dangerous or potentially dangerous to the internal security as outlined in section 87D of this manual.

NW 88321 DocId:32989529 Page 506

[[11.] Contributing to the establishment of a totalitarian dictatorship (Title 50, USC, § 783(a))
Section 4(a) of the Internal Security Act of 1950 provides that it shall be unlawful for any person knowingly to combine, conspire, or agree with any other person to perform any act which would substantially contribute to the establishment within the U. S. of a totalitarian dictatorship, the
[direction and control of which[is to]be vested in, or exercised by or under the domination or control of, any foreign government, foreign organization, or foreign individual. (The term "totalitarian dictatorship," according to the act, refers to systems of government not representative in fact, characterized by (A) the existence of a single political party, organized on a dictatorial basis, with so close an identity between such party and its policies and the governmental policies of the country in which it exists, that the party and the government constitute an indistinguishable unit, and (B) the forcible suppression of opposition to such party.)

a. Elements
  (1) A person knowingly combined, conspired, or agreed with another person
  (2) To perform any act which would substantially contribute to the establishment within the U. S. of a totalitarian dictatorship
  (3) The direction and control of which is to be vested in, or exercised by or under the control of, any foreign government, foreign organization, or foreign individual

b. Penalty
Maximum - $10,000 or ten years or both, and thereafter be ineligible to hold any office or place of honor, profit, or trust created by the Constitution or laws of the U. S.

c. Statute of limitations
Ten years, except statute will not run on officer or employee of the U. S., etc., until after his employment has ceased

d. Evidence
Neither the holding of office nor membership in any communist organization by any person shall constitute per se a violation of section
[4(a) of the Internal Security Act of 1950 or of any other criminal statute.

e. Departmental instructions
The Department has requested the Bureau to furnish any information developed relating to this violation.

[f. [Deleted]

NW 88321 DocId:32989529 Page 507

H. COMMUNIST CONTROL ACT OF 1954 (PUBLIC LAW 637-83RD CONGRESS, CHAPTER 886 - SECOND SESSION) (TITLE 50, USC, §§ 841-844)

The Communist Control Act of 1954 became effective on 8-24-54, when the legislation was signed into law by the President. The act is divided into three measures: (1) termination of rights, privileges, and immunities formerly enjoyed by the Communist Party and subsidiary organizations, (2) determining membership in the Communist Party, USA, and other subversive groups, and (3) amendment to the Internal Security Act of 1950 bringing within its purview Communist-infiltrated organizations.

1. Terminating rights, privileges, and immunities

   Title 50, USC, § 842, provides "The Communist Party of the United States, or any successors of such party regardless of the assumed name, whose object or purpose is to overthrow the Government of the United States, or the government of any State, Territory, District, or possession thereof, or the government of any political subdivision therein by force and violence, are not entitled to any of the rights, privileges and immunities attendant upon legal bodies created under the jurisdiction of the laws of the United States or any political subdivision thereof; and whatever rights, privileges and immunities which have heretofore been granted to said party or any subsidiary organization by reason of the laws of the United States or any political subdivision thereof, are hereby terminated: Provided, however, That nothing in this section shall be construed as amending the Internal Security Act of 1950, as amended."

   The Department has advised that the purpose of this provision is not to constitute the Communist Party an illegal organization so as to make mere membership a criminal offense, punishable as a misdemeanor or felony. Rather, it was intended by Congress, and the statute's apparent effect is, merely to strip the party of rights, privileges, and immunities under Federal law as an alleged political party and in other respects without affecting its amenability to the Internal Security Act of 1950, as amended.

   No particular enforcement measures are provided for under this section. The forums where this provision will most likely be tested are various administrative agencies of the U.S. and its political subdivisions. This section may also result in civil litigation in U.S. District courts, possibly in the nature of mandamus, injunction, quo warranto and scire facias proceedings.

   The question as to what "rights, privileges and immunities" the Communist Party heretofore has enjoyed and now has lost is a legal question which must be decided on the merits of each individual case. The Department has advised that it does not contemplate initiating any action per se under this section of the act and will leave to the interested Government agency involved the decision of initiating civil action to terminate the rights, privileges and immunities formerly enjoyed by the Communist Party, USA. The Department has suggested that the following types of information be forwarded to the interested Government agency by the Bureau for its information and consideration under this act. The Department desires to be advised of this referral for its information only.

   a. Petitions, applications, slates and similar documents filed with competent election authorities on behalf of the Communist Party and its candidates for Federal office, or for office in any political subdivision of the U.S., as aforesaid, in connection with any primary or election
   b. Permits, licenses, etc., issued to the Communist Party, or to any of its subsidiaries, by any department or agency of the Government of the U.S., or of its political subdivisions. This includes mailing permits issued by the Post Office Department, import and export licenses granted by the Department of Commerce and approved by the Bureau of Customs, etc.
   c. Applications filed by the Communist Party, or any of its subsidiaries, with any department or agency of the Government of the U.S., or of

NW 88321 DocId:32989529 Page 508

(b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

(c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.

(d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.

(e) Security index cards shall be recommended by and maintained by office of origin only.

(f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.

(g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau and if approved to [disseminate a copy of the report to] Secret Service in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau and if approved [disseminate the copy of the report] to Secret Service. In latter instance, upon receipt of security index card and following local dissemination to Secret Service, case may be closed administratively.

(h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

NW 88321 DocId:32989529 Page 509

(i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.

(j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with Communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."

(k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with geographical breakdown by residence and employment will receive an extra card.

(l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).

(5) Content and appearance of security index card

(a) Data to appear on face of card
When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases
The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted showing the correct data to be placed on the security index card.

II. Race

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others including Orientals (except Chinese), American Indians, etc.)

NW 88321 DocId:32989529 Page 510

III. Sex
- Male — M
- Female — F

IV. Citizenship
- Native born — NB
- Naturalized — NA
- Alien — AL

(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)

V. Organizational affiliation or nationalistic tendency
- Communist Party, USA — COM
- Progressive Labor Party — PLP
- Socialist Workers Party — SWP
- Johnson-Forest Group — JFG
- American Socialist Clubs — ASC
- Nationalist groups advocating independence for Puerto Rico — PRN
- Proletarian Party of America — PPA
- [Students for a Democratic Society — SDS
- Spartacist League — SPL
- Provisional Organizing Committee for a Marxist-Leninist Communist Party — POC
- Workers World Party — WWP
- Anarchist — ANA]
- Nation of Islam — NOI
- [Revolutionary Action Movement — RAM
- Student Nonviolent Coordinating Committee — SNC
- Black Nationalist — BNT]
- Bulgarian — BUL
- Cuban — CUB
- Czechoslovakian — CZE
- Hungarian — HUN
- Romanian — ROM
- Russian — RUS
- Yugoslavian — YUG

VI. Dangerousness classification (where applicable)
- Detcom — DC

VII. Key figure and top functionary designation (where applicable)
- Key figure — KF
- Top functionary — TF

VIII. Special section cards
- Atomic energy program employees — AEP
- Cuban special section — CUB
- Espionage subjects — ESP
- Foreign government employees — FGE
- Pro-Tito subjects — YUG
- United Nations employees — UNE
- U. S. Government employees — GOV

IX. Unavailable section cards
- Missing — MI
- Out of country — OC
- Imprisoned — PR

X. Date and place of birth

XI. Key facility geographical reference number obtained from the Department of Defense Key Facilities List and abbreviation denoting the agency having security responsibility for the key facility (where applicable)

XII. Residence address

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.

XIV. Field office file number

NW 88321 DocId:32989529 Page 511

(b) Data . appear on separate attached card

I. . following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should . augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

[(C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notice in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side . the security index cards filed in geographical, special and unavailable sections.

III. F. . . is used for purpose of compiling information t. . . . on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed . . is machine and transmitted to the field. Through the u. of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 512

(D) Whether or not defectee available for interview by all Agents
(E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectees were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

(a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection

(b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.

(c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.

(d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection

(e) Membership in a subversive front organization within the past three years and no reliable evidence of defection.

NW 88321 DocId:32989529 Page 513

(3) Arrangement
This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

(a) Section A
Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material/financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:
   (A) Professors, teachers, and educators
   (B) Labor union organizers or leaders
   (C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
   (D) Lawyers, doctors, and scientists
   (E) Other potentially influential persons on a local or national level
   (F) Individuals who could potentially furnish material financial aid

II. Recommendations for inclusion of names in the reserve index (section A)
   (A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122. A succinct summary setting forth the basis for the recommendation should be attached to the form FD 122a unless the recommendation is made simultaneously with a recommendation that the subject's name be deleted from the security index. In addition, if no report is accompanying the recommendation a statement to that effect should appear on the page containing the succinct summary.
   (B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. Add on the reverse side available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards is now stored.

III. [The field office file of a reserve index A subject should be reviewed whenever informant information or other information is channeled to the file. A determination should be made as to whether additional investigation is warranted and whether current information is sufficient for inclusion in the reserve index.]
   (A) [Deleted]
   (B) [Deleted]
   (C) [Deleted]

NW 88321 DocId:32989529 Page 514

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
(A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
(B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
(C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B
I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office. [The file of a reserve index B subject should be reviewed whenever informant information or other information is channeled to the file. A determination should be made at that time as to whether additional investigation is warranted.]
II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

NW 88321 DocId:32989529 Page 515

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 516

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 517

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 518

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 519

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 520

E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

1. Purposes
   a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
   b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
   c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
      (1) Internal Security Act of 1950
      (2) Registration Act
      (3) Smith Act of 1940
      (4) Executive Order 10450
2. General policy
   a. Newly formed known or suspected subversive organizations
      (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
      (2) After conducting sufficient inquiry to determine true character of group
         (a) If further investigation warranted, advise Bureau through established report writing procedures.
         (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.
   b. Established subversive groups
      (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
      (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
      (3) Submit reports at least every six months.
      (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam[and those affiliated with the new left movement,]leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders who reside within the area covered by the reporting office are listed in the security index or are informants or sources. [The cover pages of reports concerning those organizations affiliated with the new left movement should also contain this statement in reference to leading activists in the organizations, as well as their officers or leaders.] Exceptions should be named and a statement made as to the status of their investigations.
   c. Organizations political in character
      (1) Investigation should not be instituted without Bureau approval.
      (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
   d. Organizations connected with institutions of learning
      (1) No investigation to be conducted without prior Bureau approval
      (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
      (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, including those functioning in an administrative capacity with an institution of learning.
      (4) Before conducting any interview with a student, graduate student, or professor connected with an institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview. Submit complete justification for desired interview to Bureau.
      (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
   e. Legitimate noncommunist organizations that are communist infiltrated
      (1) No investigation should be conducted without prior Bureau approval.

NW 88321 DocId:32989529 Page 521

(2) Investigations should be handled most discreetly by experienced Agents.

(3) Advise Bureau promptly under caption "Cominfil (name of organizat[illegible])" when one of the following exists and include your reco[illegible]ndation for instituting an investigation:
   (a) The [illegible]mmunist Party has specifically instructed its members to infiltrate the organization.
   (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.

(4) When advising Bureau, include data concerning following items:
   (a) Name and address of organization
   (b) Extent of communist infiltration
   (c) Identities of Communist Party members and positions held in organization
   (d) Informant coverage afforded organization
   Set forth positions held by informants and whether informants are members or merely reporting on organization.
   (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

(5) No in[illegible]rmant or source should be instructed by the FBI to jo[illegible] [illegible]ttend meetings. If Communist Party asks the informant to do [illegible] he should, of course, comply.

(6) No mem[illegible] of the organization not already an established source should b[illegible] contacted regarding the organization. This does not preclude pretext interviews where advisable.

(7) Data concerning following topics should be fully developed and reported on:
   (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investiga[illegible]ng legitimate activities of organization.
   (b) Address of org[illegible]ization
   (c) Brief characte[illegible]ization of organization, including total membership
   (d) Pri[illegible]ipal officers of organization
   (e) Communist Party program to infiltrate th[illegible]s organization and influence its policy
   (f) Results of this program, including Communist Party affiliations of officers and members

(8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.

(9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bur[illegible] regarding changing the investigation from communist inf[illegible]on to that of a communist front.

NW 88321 DocId:32989529 Page 522

[illegible]uld be completely filled out [illegible] as if a first recommendation is being made, and submitted with a current report. If not, [illegible] Bureau should be advised of the reasons for not [illegible]ivating his security index card. [illegible] either ca[illegible] [illegible]cel the inactive card.

(7) Periodic verific[illegible] of addresses

(a) The data re[illegible] on security index cards shall be in an up-to-date [illegible]us at all times.

(b) The wherea[illegible]s of all security index subjects should be known at a[illegible] times. The residence and business addresses of all sec[illegible]ty index subjects must be checked at least once each six m[illegible]hs, except those imprisoned and those who were included in [illegible] security index because of disaffection for the U. S. (d[illegible]ction to a Sino-Soviet-bloc country, [including Cuba [illegible]nce 10-1-60)] (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every thirty days. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

(c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.

(d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.

(e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.

NW 88321 DocId:32989529 Page 523

(f) The project of verifying addresses of security index subjects (other than top functionaries and key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary and key figure cases are to be handled as provided in section 87D 7f (8). Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.

(8) Changes, additions, and deletions of data appearing on security index cards

(a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.

(b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.

(c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.

(d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.

(e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

(f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:

I. Check accuracy of data on cards.

II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.

III. File third card in alphabetical section of security index.

IV. Destroy old cards.

(9) Movement of subjects between offices and transfers of security index cards

(a) Subjects of security index cards other than key figures and top functionaries

I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.

II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.

III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title.

IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

NW 88321 DocId:32989529 Page 524

II.	Race	
	White and Caucasian	W
	Negro	N
	Chinese	C
	Others. (All others including Orientals (except Chinese), American Indians, etc.)	O
III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien (If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	AL
V.	Organizational affiliation or nationalistic tendency	
	Communist Party, USA	COM
	Progressive Labor Party	PLP
	Socialist Workers Party	SWP
	Johnson-Forest Group	JFG
	American Socialist Clubs	ASC
	Nationalist groups advocating independence for Puerto Rico	PRN
	Proletarian Party of America	PPA
	Nation of Islam	NOI
	Bulgarian	BUL
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	Romanian	ROM
	Russian	RUS
	Yugoslavian	YUG
VI.	Dangerousness classification (where applicable)	
	Detcom	DC
VII.	Key figure and top functionary designation (where applicable)	
	Key figure	KF
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number obtained from the Department of Defense Key Facilities List and abbreviation denoting the agency having security responsibility for the key facility (where applicable)	
XII.	Residence address	
XIII.	Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.	
XIV.	Field office file number	

NW 88321 DocId:32989529 Page 525

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

(C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 526

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index

In recommending key facility employee for inclusion in security index, FD-122 is to contain:

(a) Key facility geographical reference number

(b) Abbreviation for agency having security responsibility. [The Department of the Army has been designated the agency having security responsibility for all key facilities.]

(c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.

(d) [Deleted]

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) Dissemination

Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory security information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

NW 88321 DocId:32989529 Page 527

classified contracts with the key facility. Copies of reports for the Marine Corps should be disseminated locally to[NISO.]

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases
After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General
Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition
A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

I. National, district, and state officers and the principal officers of the local clubs of the Communist Party

II. The principal organizers of the Communist Party

III. Those communists who are executive officers or outstanding figures in established communist front or communist-controlled organizations, foreign language groups, and Negro organizations infiltrated by communists

IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

NW 88321 DocId:32989529 Page 528

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7c (2), of this manual. For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 87D 7c (3), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation [Administration] (FAA)
FAA issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to FAA. Such dissemination will be made only at the Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

(9) Security index - dissemination of information to Secret Service
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained [illegible] the main case file and upon transferral of office of origin [illegible] any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status; forward FD-376 as in any other case.

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.

[G. VISITORS TO COMMUNIST-BLOC COUNTRIES [AND TO CUBA] (For instructions on visitors to Communist China, see section 105F.)

Soviet-bloc Intelligence Services (SBIS) have used the technique of contacting visitors to communist-bloc countries to recruit intelligence agents from among the visitors. Individuals in the U. S., either permanent resident aliens or [others who travel to communist-bloc countries (except Yugoslavia) [and to Cuba,] should be considered as being available to SBIS for recruitment purposes. On a highly selective basis, and with an absolute minimum of investigative effort, a small percentage of these visitors should be interviewed, when information concerning such travel comes to attention of the field offices, in order to uncover any visitors who may have been approached for recruitment. If, after interview, available data indicates recruitment approach was made, further investigation should be conducted to determine whether individual represents a security risk and/or may be used against SBIS. Interviews can also: (1) produce sources in various nationality fields; (2) serve to alert visitors to notify FBI in event they are contacted or learn of anyone contacted by SBIS; (3) have a deterrent effect on persons interviewed; (4) produce positive intelligence information of interest to other government agencies.

1. Permanent resident aliens

Prior to 12-1-60, aliens who had been granted permanent residence in the U. S. were not subject to travel restrictions imposed upon U. S. citizens traveling on U. S. passports. New departure control regulations were published in the "Federal Register" 12-1-60 which prohibit the departure of permanent resident aliens from the U. S. who intend to travel to or through Albania, communist-controlled China, North Korea, and North Vietnam. Departure for these areas may be authorized in individual cases by the Secretary of State after consultation with the Attorney General.

The regulations also require permanent resident aliens who intend to depart the U. S. for travel to or through Bulgaria, Czechoslovakia, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, the Soviet Zone of Germany ("German Democratic Republic"), Union of Soviet Socialist Republics, or Yugoslavia to obtain from INS reentry permits prior to departure from the U. S.

[[The "Federal Register" 1-19-61 added Cuba to the list of countries to
[which permanent resident aliens in the U. S. could not travel without
[authorization of the Secretary of State in consultation with the Attorney
[General. On that date, the necessity for permanent resident aliens in
[the U. S. to obtain reentry permits from INS prior to departure from
[the U. S. was also published in the "Federal Register."]

a. Notification

(1) Each INS district office which is a files control office will pursuant to instructions from INS central office furnish to local FBI offices the identities of permanent resident aliens applying for reentry permits. Locations of INS files control offices are set forth in section 9, page 4f, volume I, of this manual. Arrangements should be made by local liaison with INS to secure, on a continuing basis, the identities of such aliens who have secured reentry permits.

(2) The Department of State will notify the Bureau of the identities of those resident aliens who have been authorized by the Secretary of State to travel to or through Albania, communist-[controlled China, [Cuba,] North Korea, and North Vietnam. Upon receipt of such information from the Department of State, Bureau will search the names through Bureau records and furnish results to interested field offices.

b. Office of origin

In all cases involving resident aliens, the office of origin will be the field office covering the known residence in the U. S. of the alien.

(b) Contacts during investigation
I. Once Bureau authority is granted to conduct the investigation, it is permissible to contact:
(A) [Established sources functioning in an administrative capacity, such as the registrar, director of admissions, dean of men, dean of women, and security officers and their subordinates. Contacts may be made on the campus. Established sources and informants not reporting on campus activities or any matter pertaining to the educational institution may be contacted away from the campus.]
(B) All individuals not connected with the institution of learning who, consistent with discretion, would be contacted in a usual security case; e.g., neighbors, credit agencies, past employers, etc.
II. No contacts are to be made with students, graduate students, and professors[other than those sources outlined in (b) I (A) above] at educational institutions without prior Bureau authority. In requesting Bureau authority for such contacts, full justification should be set forth, as well as the individual's name, position, and a positive statement concerning his discretion and reliability.
III. Superiors of faculty members
No contact should be made with the superiors of a subject who is a member of the faculty since the superiors might take action against the subject as a result of our contact.
(c) Receiving voluntary information
These instructions must not deter or prevent the immediate and proper interview of any person connected with an institution of learning who desires of his own volition to furnish information to the Bureau or who desires to be contacted by an Agent.
(2) Subjects not connected with an institution of learning
When the subject of a security-type investigation is not connected with an institution of learning and you desire to interview, in connection with the case, a student, faculty member, or other employee of an institution of learning, prior Bureau authority must be obtained[unless the individual to be interviewed is one of those listed in (b) I (A) above.] In requesting authority, the name, position, and a positive statement concerning that person's discretion and reliability should be furnished to the Bureau.
(3) Contacts of foreign establishments
In connection with investigations of contacts of Soviet, satellite, and Yugoslav officials and official establishments, Bureau authority must be obtained before conducting any inquiries or surveillances at any school, college, or university[except contacts with those individuals set out in (b) I (A) above.] Submit complete facts and your recommendation when requesting such authority.

b. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishments, employees of the United Nations or international organizations, and members of the armed forces
Should information be received or investigation develop the fact that an individual being investigated under a security caption is or becomes

an employee of the U.S. Government, of a foreign official establishment, of the United Nations or other international organizations, has foreign diplomatic or official status or is a member of the U.S. armed forces, the matter should be immediately reported to the Bureau and no further investigation should be conducted except upon specific Bureau authority.

6. Investigative procedures concerning individuals

a. General

These investigations must be thorough and exhaustive. Obviously, the dangerousness of an individual cannot be determined through cursory investigation. All pertinent information concerning the subject's background and subversive activity must be fully developed and reported to assure an accurate evaluation of his degree of dangerousness.

Due to the intelligence nature of these investigations, discretion must be used at all times to prevent subjects from becoming unduly apprised that they are under investigation by this Bureau.

Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority.

b. Scope of investigations

Set forth below are items which should be obtained during these investigations.

(1) Background

(a) True name and aliases

(b) Residence address

(c) Occupation or business

(d) Business or employment address

(e) Citizenship status

Ascertain the citizenship status of the subject as early as possible in the investigation.

I. Alien

(A) If the subject is an alien, determine the date and place of birth.

(B) Determine his nationality (that is, the country of which he is a citizen or sovereign of which he is a subject), together with the date, port and vessel or other means of entry into the U.S.

(C) Determine whether the subject entered as an immigrant or nonimmigrant.

(D) Ascertain any steps taken toward naturalization and reason for denial of citizenship where such denial exists.

(E) Ascertain any available facts indicating whether entry into the U.S. was legal or illegal.

II. Naturalized citizen

(A) Ascertain date and place of birth, nationality prior to naturalization, date, port and vessel or other means of entry into the U.S.

(B) Ascertain the date when, place and court where, subject was naturalized and any facts tending to indicate fraud or illegality in connection with his naturalization.

(C) Ascertain the last place of foreign residence, place from which the subject emigrated to the U.S. and the date of such emigration.

(D) Ascertain any absences from the U.S.

III. Native-born citizen

(A) Determine date and place of birth.

(f) Nationality background

I. During the course of investigation, efforts should be made to ascertain from sources contacted the date and place of birth of the subject's parents and spouse and the parents of the spouse.

NW 88321 DocId:32989529 Page 532

E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS
1. Purposes
   a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
   b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
   c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
      (1) Internal Security Act of 1950
      (2) Registration Act
      (3) Smith Act of 1940
      (4) Executive Order 10450
2. General policy
   a. Newly formed known or suspected subversive organizations
      (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
      (2) After conducting sufficient inquiry to determine true character of group
         (a) If further investigation warranted, advise Bureau through established report writing procedures.
         (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.
   b. Established subversive groups
      (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
      (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
      (3) Submit reports at least every six months.
      (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam, leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders and who reside within the area covered by the reporting office are listed in the security index or are informants or sources. Exceptions should be named and a statement made as to the status of their investigations.
   c. Organizations political in character
      (1) Investigation should not be instituted without Bureau approval.
      (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
   d. Organizations connected with institutions of learning
      (1) No investigation to be conducted without prior Bureau approval
      (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
      (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, [including those functioning in an administrative capacity with an institution of learning.]
      (4) Before conducting any interview with [a student, graduate student, or professor] connected with an institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview. Submit complete justification for desired interview to Bureau.
      (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
   e. Legitimate noncommunist organizations that are communist infiltrated
      (1) No investigation should be conducted without prior Bureau approval.

NW 88321 DocId:32989529 Page 533

(2) Investigations should be handled most discreetly by experienced Agents.

(3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:
   (a) The Communist Party has specifically instructed its members to infiltrate the organization.
   (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.

(4) When advising Bureau, include data concerning following items:
   (a) Name and address of organization
   (b) Extent of communist infiltration
   (c) Identities of Communist Party members and positions held in organization
   (d) Informant coverage afforded organization
   Set forth positions held by informants and whether informants are members or merely reporting on organization.
   (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

(5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.

(6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.

(7) Data concerning following topics should be fully developed and reported on:
   (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
   (b) Address of organization
   (c) Brief characterization of organization, including total membership
   (d) Principal officers of organization
   (e) Communist Party program to infiltrate this organization and influence its policy
   (f) Results of this program, including Communist Party affiliations of officers and members

(8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.

(9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

NW 88321 DocId:32989529 Page 534

(10) Communist infiltr[illegible]n of mass organizations program
  (a) Submit semia[illegible]l letters March 1 and September 1 under caption of a[illegible] program, Bufile 100-3-106, using following topical outl[illegible] and headings:
    I. Information concerning Communist Party program
    Furnish summary of information received concerning overall Communist Party program to infiltrate mass organizations, nationally and locally; steps taken to carry out program including statements made by Communist Party leaders, directives issued by the Communist Party, and articles appearing in Communist Party publications; and success being achieved by party.
    II. Recommendations for additional investigation
    Briefly outline steps being taken to keep abreast of Communist Party efforts to infiltrate mass organizations and indicate specifically what additional investigation will be undertaken to determine the extent to which mass organizations are being influenced, dominated, or controlled by the Communist Party.
    III. Identity of organizations which are targets for infiltration or have been infiltrated by the Communist Party
    List names and Bureau file numbers of all organizations which are subject of a pending communist infiltration case. Include descriptive data concerning each organization and indicate extent to which organization has been infiltrated.

f. [Established sources and informants who are students or employees at an institution of learning, but who are not reporting on any campus activities or any matter pertaining to the educational institution, may be contacted without Bureau authority. These contacts must be made away from the campus.]

[g.] Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

[h.] Photographic surveillances
  (1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.
  (2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.
  (3) No such surveillances should be instituted without specific Bureau authority.

NW 88321 DocId:32989529 Page 535

[i.] Dissemination of information to Secret Service regarding plots against the President

On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual.

The agreement provides that the FBI, in its investigations of organizations whose activities are inimical to the welfare of the U. S., will be alert to and promptly notify Secret Service of any information indicating a plot against the person of the President; thereafter, it is the responsibility of Secret Service to initiate such action as is necessary to neutralize such a plot.

The field must be alert during the course of the investigation of an organization for information indicating a plot against the person of the President. Upon receipt of such information, immediately furnish complete details to the nearest office of Secret Service and appropriate local law enforcement agencies and advise the Bureau at that time by teletype, or telephone if the facts warrant, of the information furnished and the fact it has been so disseminated. An immediate attempt should be made to verify the information received but no evaluation of the information should be attempted.

Prepare at once a letterhead memorandum which should include complete details disseminated and the identities of the Secret Service officer and the local law enforcement officers to whom given and the date and time of notification. Promptly disseminate the letterhead memorandum locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to the Bureau for dissemination at the SOG. Thereafter, copies of all letterhead memoranda and reports concerning the organization should be disseminated locally to Secret Service on a continuing basis and extra copies of such communications should be furnished the Bureau for dissemination at the SOG.

The field should insure that the identities of the members of the organization who are "in" on the plot are determined. Background information concerning the individuals (see items 1 and 3 of appendix A to the agreement) should be fully developed and included in the communications prepared and disseminated to Secret Service. If such identities and information are known at the time the initial information is received, they should be included in the first letterhead memorandum prepared in the matter.

NW 88321 DocId:32989529 Page 536

(5) In evaluating this type of case, carefully consider the nature and activities of the front organization in behalf of the Communist Party or other revolutionary organizations throughout the country or in a certain area.

c. Special training in a subversive movement
   (1) Training in the Lenin School or in a subversive movement abroad
   (2) Leadership training in one of the basic revolutionary organizations mentioned above

d. Military service
   (1) Service in the Abraham Lincoln Brigade. Membership in one of the basic revolutionary organizations is not a prerequisite to initiating investigations in this category.
   (2) Service in the military forces of any country, including the U. S. armed forces or the Office of Strategic Services whenever there is an allegation that an individual has been a member of one of the basic revolutionary organizations at any time

e. Employment in key facilities
Investigate the activities of any individual employed in or having access to a key facility who is alleged to have been at any time in the past a member of any basic revolutionary organization or against whom sufficient other subversive information is known.

f. Other individuals with revolutionary beliefs
Individuals who, because of anarchist or revolutionary beliefs, are likely to seize upon the opportunity presented by a national emergency to endanger the public safety and welfare. Membership or affiliation in basic revolutionary or front groups is not a prerequisite to initiating investigations of this type. Use sound judgment and discretion in this evaluation.

Falling within the above category are members of the Nation of Islam. When it is known or becomes known that this organization is active in the field office territory, a security-type investigation of all individuals who are reported to be (1) functionaries or leaders of the Nation of Islam, or (2) active participants carrying out fanatical and disloyal aims of the organization should be initiated. Investigations should not be initiated based on mere membership alone.

During the course of security investigations of individuals affiliated with the Nation of Islam, be alert for any information indicating a possible violation of the Selective Service Act of 1948.

The above standards for institutions of investigations of individuals are not to be interpreted as all-inclusive. Where there is doubt an individual may be a current threat to the internal security of the nation, the question should be resolved in the interest of security and investigation conducted.

The categories specified as a through f above are to be distinguished from

the criteria to govern the addition of subjects to and retention of subjects in the security index, set out in 87D 7b (3). Investigation should be undertaken when cases fall within the preceding categories, even though under existing criteria the subjects would not be placed in the security index on the information available. The cases should thereafter be investigated actively to determine the scope of subversive activities in which the subjects have been engaged and to fully develop all aspects of the cases in order that a determination can be made with respect to security index status.

Complaints alleging subversive activities of individuals which are received from anonymous sources should not be disregarded provided the allegations are sufficiently specific and of sufficient weight to warrant investigation. Such allegations should receive same consideration as if the identity of the source was known. Do not open cases for investigation based on nonspecific or vague allegations which do not fall within the standards for opening investigations.

Do not institute investigations because of membership in organizations which do not advocate the use of force to bring about changes in the existing Government, e.g., the Socialist Party, the Socialist Labor Party, the Independent Workers of the World and the Independence Party of Puerto Rico (Partido Independentista Puertorriqueno), etc.

Security-type cases already existent must be continually and carefully evaluated to determine that we are fulfilling our responsibilities in the internal security field. Subversive information received regarding any individual should be channelized to the individual's main file. If no main file exists, one should be opened. Cases not warranting further investigative action should be promptly closed and should not be permitted to continue endlessly without a definite objective.

5. Restrictions upon investigations of individuals
   a. Investigations of and interviews with individuals connected with institutions of learning
      (1) Subjects connected with institutions of learning
      The following restrictions apply to employees and students of colleges, universities, and elementary and secondary schools supported by private or public funds. Students and employees of schools, such as the Jefferson School of Social Science, the California Labor School, and others founded by or supported by revolutionary groups, do not come within the meaning of these instructions.
         (a) Prior Bureau authority to institute investigation
            I. Faculty members
            Bureau authority is necessary prior to initiating a security investigation of a faculty member.
            II. Students and nonacademic employees
            Bureau authority is not needed prior to initiating a security investigation of a student or nonacademic employee provided no unusual circumstances exist which would require advice from the Bureau prior to initiating the investigation. Each SAC must see that there is a sound basis for initiating security investigations of such individuals.
            III. Requests for Bureau authority
            When requesting Bureau authority to conduct a security investigation of an individual connected with an institution of learning, the letter should set forth the identity of the subject, his position, and the basis for the investigation.

(b) Contacts during investigation

I. Once Bureau authority is granted to conduct the investigation, it is permissible to contact:

(A) [Deleted]

(B) All individuals not connected with the institution of learning who, consistent with discretion, would be contacted in a usual security case; e.g., neighbors, credit agencies, past employers, etc.

(C) [Deleted]

II. [No contacts are to be made with students, graduate students, and professors, including established sources, informants, and other sources at educational institutions without prior Bureau authority. In requesting Bureau authority for such contacts, full justification should be set forth, as well as the individual's name, position, and a positive statement concerning his discretion and reliability.]

[III.] Superiors of faculty members
No contact should be made with the superiors of a subject who is a member of the faculty since the superiors might take action against the subject as a result of our contact.

(c) Receiving voluntary information
These instructions must not deter or prevent the immediate and proper interview of any person connected with an institution of learning who desires of his own volition to furnish information to the Bureau or who desires to be contacted by an Agent.

(2) Subjects not connected with an institution of learning
When the subject of a security-type investigation is not connected with an institution of learning and you desire to interview, in connection with the case, a student, faculty member, or other employee of an institution of learning, prior Bureau authority must be obtained for such an interview. In requesting authority, the name, position, and a positive statement concerning that person's discretion and reliability should be furnished to the Bureau.

(3) Contacts of foreign establishments
In connection with investigations of contacts of Soviet, satellite, and Yugoslav officials and official establishments, Bureau authority must be obtained before conducting any inquiries or surveillances at any school, college, or university. Submit complete facts and your recommendation when requesting such authority.

b. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishments, employees of the United Nations or international organizations, and members of the armed forces
Should information be received or investigation develop the fact that an individual being investigated under a security caption is or becomes

NW 88321 DocId:32989529 Page 539

an employee of the U.S. Government, of a foreign official establishment, of the United Nations or other international organizations, has foreign diplomatic or official status or is a member of the U.S. armed forces, the matter should be immediately reported to the Bureau and no further investigation should be conducted except upon specific Bureau authority.

6. Investigative procedures concerning individuals

a. General

These investigations must be thorough and exhaustive. Obviously, the dangerousness of an individual cannot be determined through cursory investigation. All pertinent information concerning the subject's background and subversive activity must be fully developed and reported to assure an accurate evaluation of his degree of dangerousness.

Due to the intelligence nature of these investigations, discretion must be used at all times to prevent subjects from becoming unduly apprised that they are under investigation by this Bureau.

Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority.

b. Scope of investigations

Set forth below are items which should be obtained during these investigations.

(1) Background

(a) True name and aliases
(b) Residence address
(c) Occupation or business
(d) Business or employment address
(e) Citizenship status

Ascertain the citizenship status of the subject as early as possible in the investigation.

I. Alien

(A) If the subject is an alien, determine the date and place of birth.
(B) Determine his nationality (that is, the country of which he is a citizen or sovereign of which he is a subject), together with the date, port and vessel or other means of entry into the U.S.
(C) Determine whether the subject entered as an immigrant or nonimmigrant.
(D) Ascertain any steps taken toward naturalization and reason for denial of citizenship where such denial exists.
(E) Ascertain any available facts indicating whether entry into the U.S. was legal or illegal.

II. Naturalized citizen

(A) Ascertain date and place of birth, nationality prior to naturalization, date, port and vessel or other means of entry into the U.S.
(B) Ascertain the date when, place and court where, subject was naturalized and any facts tending to indicate fraud or illegality in connection with his naturalization.
(C) Ascertain the last place of foreign residence, place from which the subject emigrated to the U.S. and the date of such emigration.
(D) Ascertain any absences from the U.S.

III. Native-born citizen

(A) Determine date and place of birth.

(f) Nationality background

I. During the course of investigation, efforts should be made to ascertain from sources contacted the date and place of birth of the subject's parents and spouse and the parents of the spouse.

E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

1. Purposes
   a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
   b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
   c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
      (1) Internal Security Act of 1950
      (2) Registration Act
      (3) Smith Act of 1940
      (4) Executive Order 10450
2. General policy
   a. Newly formed known or suspected subversive organizations
      (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
      (2) After conducting sufficient inquiry to determine true character of group
         (a) If further investigation warranted, advise Bureau through established report writing procedures.
         (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.
   b. Established subversive groups
      (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
      (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
      (3) Submit reports at least every six months.
      (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam, leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders and who reside within the area covered by the reporting office are listed in the security index or are informants or sources. Exceptions should be named and a statement made as to the status of their investigations.
   c. Organizations political in character
      (1) Investigation should not be instituted without Bureau approval.
      (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
   d. Organizations connected with institutions of learning
      (1) No investigation to be conducted without prior Bureau approval
      (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
      (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, [except] those connected with institution of learning. [No contacts with established sources connected with institution of learning can be made in security matters without specific Bureau authority. In requesting permission to contact such sources, request should identify person to be contacted, reason for contact, results of field office indices check, and statement whether possible embarrassment to Bureau might result if contact is made.]
      (4) Before conducting any interview with individual connected with institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview. [Submit complete justification for desired interview to Bureau.]
      (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
   e. Legitimate noncommunist organizations that are communist infiltrated
      (1) No investigation should be conducted without prior Bureau approval.

NW 88321 DocId:32989529 Page 541

(2) Investigations should be handled most discreetly by experienced Agents.

(3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:
   (a) The Communist Party has specifically instructed its members to infiltrate the organization.
   (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.

(4) When advising Bureau, include data concerning following items:
   (a) Name and address of organization
   (b) Extent of communist infiltration
   (c) Identities of Communist Party members and positions held in organization
   (d) Informant coverage afforded organization
   Set forth positions held by informants and whether informants are members or merely reporting on organization.
   (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

(5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.

(6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.

(7) Data concerning following topics should be fully developed and reported on:
   (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
   (b) Address of organization
   (c) Brief characterization of organization, including total membership
   (d) Principal officers of organization
   (e) Communist Party program to infiltrate this organization and influence its policy
   (f) Results of this program, including Communist Party affiliations of officers and members

(8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.

(9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

NW 88321 DocId:32989529 Page 542

attend party educational classes and schools within dictates of discretion and without jeopardizing their security.

(23) Communist Party attempts to infiltrate mass organizations (Bureau file 100-3-106)
Information regarding Communist Party programs and attempts to infiltrate mass organizations, such as parent-teacher associations, church groups, and civic groups

(24) Public appearances of party leaders (Bureau file 100-3-114)
(a) Identity of national and district functionaries, openly representing the Communist Party, USA, who make public appearances on radio and television and who appear before groups, such as youth, Negro, labor, church, farm, and minority groups
(b) Date and place of appearance, identity of groups sponsoring speaker, and succinct summary of subject matter discussed

[(25)] Strategy in industry (Bureau file 100-3-89)
[Matters should be reported in the Communist Party, USA, quarterly report under a separate section captioned "Strategy in Industry." If an office has no activity in this field, set out this fact in the cover pages of the Communist Party, USA, quarterly report or in the letter submitted in lieu of such report.]

The investigation in this[matter]shall cover all plans, strategy, tactics, and infiltration activities by the Communist Party, USA, directed against all industry, with special emphasis on activities connected with basic and vital industries. Particular attention shall be given to the composition, meetings, plans, and activities of Communist Party industrial and trade-union commissions and industrial and trade-union districts and clubs. Pertinent activities of individual communists charged with Communist Party duties in this field shall be included in reports. The information reported shall be grouped according to the industry involved, rather than according to individual labor unions. Refer to the subsection F on investigation of communist infiltration of labor unions and subsection H on Communist Control Act of 1954 for instructions regarding investigations concerning communist infiltration of specific labor unions.

Follow rule set out under item 3a, (2) (f), above, concerning listing of Communist Party members who are not in the security index.

[b. Deleted]

c. Any important developments concerning pertinent phases of Communist Party activity, such as certain security measures, important national or regional Communist Party meetings, changes in personnel in national Communist Party organization, underground activities, and other important matters should be brought to attention of Bureau by teletype, airtel, or letter as circumstances may require and later incorporated in quarterly reports. Such information, where pertinent, is disseminated on high level to other Government officials. Each office is to carefully evaluate data thus submitted so Bureau will at all times be advised of important developments and so no unnecessary duplication will result in reporting such information.

d. Extreme care must be used to assure statements relating to affiliations or membership in proscribed or subversive organization are accurate in all respects. Identification of suspected organizations or individuals with information of a possible subversive nature must be accomplished by showing exact basis for such identification, plus corroboration for same wherever possible. In no case should a person be referred to as a "known communist" unless he is publicly known as such. Whenever an individual other than the subject of a report is mentioned for the purpose of showing subversive activity or sympathy on the part of the subject, the individual so mentioned should be described with an authoritative statement showing the subversive connection: e.g., "Reported by T____ to have been a member of the White Collar Club of the Communist Party in 1945."

e. Specific requirements relating to Communist Party, USA, investigations
(1) New York Office has responsibility of investigating and reporting separately on national committee meetings, national training schools, and other important national meetings. New York is responsible for reporting activities of the New York District.

f. Socialist Workers Party and other Marxist-Leninist or Trotskyite groups
The New York Office should submit quarterly reports on the Socialist Workers Party designating reports as pending. Separate reports should be submitted: one pertaining to local activities, the other pertaining to activities on a national basis. Auxiliary offices should submit reports each six months and may carry their cases in a pending-inactive status. Reports on less active Marxist-Leninist groups should be submitted semiannually and also may be carried as pending inactive. [Follow rule set out under item 3a, (2) (f), above, and identify on cover pages members of the local Socialist Workers Party, or other organizations, who are not in the security index and are not informants or sources.]

g. Classification - 100

h. Title and character of communications
(1) Communist Party, USA
Entitle all communications covering a national convention or national organizational activity of the party:

Communist Party, USA
Internal Security - C

Caption all communications covering activities in a particular district:

Communist Party, USA
____________District
____________Division
Internal Security - C

Caption all communications covering activities in states not included in a district:

Communist Party, USA
State of____________
____________Division
Internal Security - C

(2) Socialist Workers Party
Entitle all communications covering a national convention or national organizational activity of the Socialist Workers Party:

Socialist Workers Party
Internal Security - SWP

Caption all communications covering activities within a particular field division:

Socialist Workers Party
____________Division
Internal Security - SWP

(3) Other Marxist revolutionary groups
All communications covering other Marxist revolutionary groups should carry the name of the organization and the classification, Internal Security; e.g.,

Proletarian Party of America
Internal Security - PPA

NW 88321 DocId:32989529 Page 544

(l) Handwriting specimens

I. If, during the investigation of security matter cases, it is disclosed that samples of the subject's handwriting are readily available, obtain specimens for possible future use and maintain in the file in the field.

II. A case is not to be left in a pending status merely for the purpose of obtaining handwriting specimens.

III. Handwriting specimens must be obtained for all key figures and forwarded to the Bureau.

(m) Labor union membership

If the subject is being investigated because of Communist Party membership, ascertain the identity of any labor organization of which he is a member and what position he holds in the labor organization, if any.

(2) Subversive activity

(a) Membership or affiliation

Obtain admissible and convincing evidence that the subject is a member of, or affiliated with, one of the basic revolutionary organizations and/or front organizations wherever possible. Such evidence may be either direct or circumstantial, or both. It is not possible to list the innumerable and varied forms in which such evidence may be found. Some of the more common types are:

I. Oral or written statements or admissions of the subject made publicly or privately to other individuals

II. Statements of confidential informants and other persons who are in a position to know the facts and can testify to them

III. Official letterheads and documents of subversive organizations containing information which identifies the subjects with the organizations. This will include membership and dues records wherever obtainable.

IV. Selective service records in which the subject admits membership in or position with a subversive organization

V. Attendance at closed meetings and conventions of a subversive organization

VI. Letters to publications, public officials, or other persons signed by the subject i an official position with a subversive organization or wherein the subject admits membership in or adherence to the principles of a subversive organization

VII. Recruitment or attempt to recruit members for a subversive organization

VIII. Solicitations or contributions of funds for subversive organization

IX. Seeking public office as a candidate for a subversive organization

X. Association with other individuals who are known to be members of or affiliated with subversive organizations

With regard to the question of membership, attention i directed to section 87H of this manual relating to th provisions of the Communist Control Act of 1954. This sets out a list of 14 criteria itemized in 87H 2, whi. hould be considered "in determining membership or participation in the Communist Party or any other organization defined in this Act, or knowledge of the purpose or objective of such party or organization...." These criteria include, e.g., listing as a member in organization records, contributions to the organization, and acceptance of organization discipline.

(b) Knowledge of aims and purposes

Admissible and convincing evidence that the subject knows the aims and purposes of the subversive organizations to overthrow the Government by force and violence should also be obtained. Mere proof of membership in or affiliation with such an organization is not sufficient to prove such knowledge.

Proof that the subject has such knowledge of the revolutionary purposes of the organization may be existent in several forms, several of which are discussed below:

I. Direct admissible evidence, such as statements made by the subject, or by responsible officials of the subversive organization in the subject's presence at organizational classes or meetings expounding the organization's doctrine in which the necessity or advisability of using force or violence in the overthrow of the Government is asserted, should be obtained, if at all possible.

Occasionally, statements of this nature are available in the subject's writings, sometimes in an indirect or veiled form.

II. Length of time in a subversive organization

III. Official positions held in the organization especially in educational, propaganda, or policy-making capacities

IV. Charter membership in the organization, participation in the original establishment of the organization

V. Extensive and long-continued participation in various organizational activities

VI. Attendance or teaching at organization schools or classes, especially leadership classes

VII. Preparation or distribution of party propaganda

VIII. Recruiting and fund-raising activities

IX. Possession of Marxist or revolutionary literature

X. Urging others to read literature of a revolutionary character, etc.

While none of the above types of evidence may be of sufficient value alone, a combination of a number of them may constitute convincing proof.

It should be remembered that the revolutionary purposes of a subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such obscure statements should not be ignored, but should be fully reported as it may be possible in legal proceedings to bring out the significance of such statements through expert witnesses, the testimony of informants, or the introduction of literature clarifying them. Confidential informants and other sources should be carefully interrogated and files thoroughly reviewed for the purpose of developing all revolutionary statements. In such instances, complete details should be obtained, together with all corroborating evidence. The names of all persons present when such statements are made should be ascertained and the facts reported in the individual case file of the person making the statement and of all persons present when the statement was made. The circumstances under which the statement was made should, of course, be ascertained and reported.

(c) Position and importance

I. Information reflecting the importance of an individual to a subversive organization or movement should be fully developed and reported. The member or affiliate may be dangerous or important because of his position, influence or activities outside the organization, or both. The facts in this regard should be fully developed. The individual may hold an important and strategic position or exercise great influence in a labor organization or other mass organization; in a racial, nationality, youth or other group; in an important front organization; in radio, newspaper, motion picture or other cultural,

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index
In recommending key facility employee for inclusion in security index, FD-122 is to contain:
(a) Key facility geographical reference number
(b) Abbreviation for agency having security responsibility
(c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
(d) Abbreviation AEC immediately following abbreviation for agency having security responsibility when abbreviation of responsible agency on key facilities list is followed by asterisk, which denotes Atomic Energy Commission is involved in security responsibility. This data will appear on security index cards returned from the Bureau.

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) Dissemination
Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory [security] information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

[classified contracts with the key facility.] Copies of reports for the Marine Corps should be disseminated locally to ONI.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases
After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General
Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition
A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

I. National, district, and state officers and the principal officers of the local clubs of the Communist Party
II. The principal organizers of the Communist Party
III. Those communists who are executive officers or outstanding figures in established communist front or communist-controlled organizations, foreign language groups, and Negro organizations infiltrated by communists
IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

NW 88321 DocId:32989529 Page 548

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 549

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 550

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 552

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 553

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 554

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 555

field office territory, the name and title of each Negro included in this total who maintains a national level position, and the name and title of each Negro included in this total who maintains a district level position above the status of "club chairman." Members of the Communist Party, USA, who are now carried as unidentified but who are known to be members of the Negro race should be included in the total number of Negroes.

When possible, totals should be broken down as to nationality, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

(b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members within the twelve-month period immediately preceding the submission of the quarterly report. In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.

(c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.

(d) Results of membership recruiting drives

(e) Make discreet efforts to ascertain results of annual national registration drives.

[(f) To reduce indexing at the Bureau, each report should contain a statement in the cover pages that all persons named in the report as members of the Communist Party and who reside within the area covered by the reporting office are listed in the security index, or are informants or sources, with the exception of those listed. If any name is listed, a statement should be made as to whether the name has been previously furnished to the Bureau for indexing. The status of the investigation of any listed individual should be shown.]

(3) Funds (Bureau file 100-3-63)

(a) Income and expenditures

(b) Plans and results of fund drives including:

I. Total amount sought by the state Communist Party organization

II. Specific amount to be contributed by the state organization to the national committee fund drive

III. Specific amount to be contributed by the state organization to "The Worker" fund drive

IV. Specific amount to be retained by the state organization after contributing to the national committee and "The Worker" fund drives for use in the state organization's own operations

NW 88321 DocId:32989529 Page 556

(c) Large contributions by known party groups or front organizations
(d) Identity of any new party "angels"
(e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.
(f) Any special padding of expense accounts by Communist Party functionaries should be reported.
(g) Possible violations of state or Federal tax laws
(h) Disbursements and collections of the "Reserve Fund"
(i) Receipt of any money from abroad

(4) Security measures (Bureau file 100-3-84)
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.

(5) Underground operations (Bureau file 100-3-94)
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.

(6) Factionalism (Bureau file 100-3-88)
(a) Submit pertinent information indicating that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
(b) Unusual disputes or arguments between leading communists in any district should be included in this section.

(7) International relations (Bureau file 100-3-81)
(a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
(b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
(c) Reaction of responsible Communist Party officials to events taking place in foreign countries
(d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy
(e) Policy matter concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people.

(8) United Nations (Bureau file 100-3-80)
(a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
(b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations

(9) Deleted

NW 88321 DocId:32989529 Page 557

attend party educational classes and schools within dictates of discretion and without jeopardizing their security.

(23) Communist Party attempts to infiltrate mass organizations (Bureau file 100-3-106)
Information regarding Communist Party programs and attempts to infiltrate mass organizations, such as parent-teacher associations, church groups, and civic groups

(24) Public appearances of party leaders (Bureau file 100-3-114)
(a) Identity of national and district functionaries, openly representing the Communist Party, USA, who make public appearances on radio and television and who appear before groups, such as youth, Negro, labor, church, farm, and minority groups
(b) Date and place of appearance, identity of groups sponsoring speaker, and succinct summary of subject matter discussed

b. Communist Party, USA - strategy in industry (Bureau file 100-3-89)
A separate case shall be maintained by each office on this basic phase of Communist Party activity. Offices of origin will be the same as in the Communist Party, USA, case. Reports will be submitted quarterly. Offices with no activity to report may submit letters. The instructions in paragraphs g and h will apply, with the addition of "Strategy in Industry" to the designated captions.

The investigation in this case shall cover all plans, strategy, tactics, and infiltration activities by the Communist Party, USA, directed against all industry, with special emphasis on activities connected with basic and vital industries. Particular attention shall be given to the composition, meetings, plans, and activities of Communist Party industrial and trade-union commissions and industrial and trade-union districts and clubs. Pertinent activities of individual communists charged with Communist Party duties in this field shall be included in reports. The information reported shall be grouped according to the industry involved, rather than accord[illegible] to individual labor unions. Refer to the subsection F on investi[illegible]tion of communist infiltration of labor unions and subsection H o[illegible] Communist Control Act of 1954 for instructions regarding investigations concerning communist infiltration of specific labor unions.

[Follow rule set out under item 3a, (2) (f), above, concerning listing of Communist Party members who are not in the security index.]

c. Any important developments concerning pertinent phases of Communist Party activity, such as certain security measures, important national or regional Communist Party meetings, changes in personnel in national Communist Party organization, underground activities, and other important matters should be brought to attention of Bureau by teletype, airtel, or letter as circumstances may require and later incorporated in quarterly reports. Such information, where pertinent, is disseminated on high level to other Government officials. Each office is to carefully evaluate data thus submitted so Bureau will at all times be advised of important developments and so no unnecessary duplication will result in reporting such information.

d. Extreme care must be used to assure statements relating to affiliations or membership in proscribed or subversive organization are accurate in all respects. Identification of suspected organizations or individuals with information of a possible subversive nature must be accomplished by showing exact basis for such identification, plus corroboration for same wherever possible. In no case should a person be referred to as a "known communist" unless he is publicly known as such. Whenever an individual other than the subject of a report is mentioned for the purpose of showing subversive activity or sympathy on the part of the subject, the individual so mentioned should be described with an authoritative statement showing the subversive connection; e.g., "Reported by T____ to have been a member of the White Collar Club of the Communist Party in 1945."

NW 88321 DocId:32989529 Page 558

e. Specific requirements relating to Communist Party, USA, investigations
   (1) New York Office has responsibility of investigating and reporting separately on national committee meetings, national training schools, and other important national meetings. New York is responsible for reporting activities of the New York District.

f. Socialist Workers Party and other Marxist-Leninist or Trotskyite groups
   The New York Office should submit quarterly reports on the Socialist Workers Party designating reports as pending. Separate reports should be submitted: one pertaining to local activities, the other pertaining to activities on a national basis. Auxiliary offices should submit reports each six months and may carry their cases in a pending-inactive status. Reports on less active Marxist-Leninist groups should be submitted semiannually and also may be carried as pending inactive. [Follow rule set out under item 3a, (2) (f), above, and identify on cover pages members of the local Socialist Workers Party, or other organizations, who are not in the security index and are not informants or sources.]

g. Classification - 100

h. Title and character of communications
   (1) Communist Party, USA
   Entitle all communications covering a national convention or national organizational activity of the party:

   Communist Party, USA
   Internal Security - C

   Caption all communications covering activities in a particular district:

   Communist Party, USA
   ____________ District
   ____________ Division
   Internal Security - C

   Caption all communications covering activities in states not included in a district:

   Communist Party, USA
   State of ____________
   ____________ Division
   Internal Security - C

   (2) Socialist Workers Party
   Entitle all communications covering a national convention or national organizational activity of the Socialist Workers Party:

   Socialist Workers Party
   Internal Security - SWP

   Caption all communications covering activities within a particular field division:

   Socialist Workers Party
   ____________ Division
   Internal Security - SWP

   (3) Other Marxist revolutionary groups
   All communications covering other Marxist revolutionary groups should carry the name of the organization and the classification, Internal Security; e.g.,

   Proletarian Party of America
   Internal Security - PPA

NW 88321 DocId:32989529 Page 559

4. Annual Communist Party, USA, organizational and membership survey
Each office is instructed to initiate by February 1 of each year a detailed and analytical survey of the organization and membership of the Communist Party in its territory, results to be forwarded to the Bureau by April 1. Set forth in detail the complete organizational structure of each Communist Party district or state organization including district and county committees, together with the identities of officers from the club through the district level. Identify each Communist Party club and section in the district, together with the identities of individual club members and most recent date each member was so identified. Where identification of an individual is tentative, this fact should be indicated by placing the word "tentative" after the individual's name. Note the informant coverage in each club, as well as on district and county committees, by setting forth the symbol numbers of the informants. In those instances in which no informant coverage exists in a particular club or on a district or county committee, this fact should be noted. In addition, summarize the overall findings by setting forth the estimated Communist Party membership in the field office territory, together with the number of members who have been positively and tentatively identified as such within the immediately preceding 12-month period. Charts and maps should be used in setting forth the geographic distribution of the Communist Party whenever feasible. Offices which are auxiliary offices in investigation of a Communist Party district should furnish the required information to the office of origin for inclusion in its survey by March 15 of each year.

Following the organizational breakdown, each office should critically appraise its knowledge of the Communist Party organization within its division and set forth its comments and recommendations concerning investigative activity to be undertaken to eliminate any weaknesses detected. In those instances in which the disclosed weakness is that of lack of adequate informant coverage, advise in detail of the number of Bureau-approved potential security informants being developed in the particular area, as well as concrete plans to obtain additional informant coverage in the future.

[Each survey should contain a statement that all persons identified as members of the Communist Party are listed in the security index, or are informants or sources. Any exceptions should be named and a statement made as to whether the name has previously been furnished to the Bureau for indexing. The status of the investigation of each person listed should be shown.]

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York.

a. Quarterly reports (to reach the Bureau by February 1, May 1, August 1, and November 1) should be submitted by each field office for the purpose of reporting, in a centralized manner, all available information bearing upon the communist influence in racial matters. Included should be information developed under the title of a variety of matters, such as CPUSA, Negro question, communist influence in racial matters; communist infiltration of various organizations, such as the Congress of Racial Equality, Student Non-Violent Coordinating Committee, and the like; investigations of subversive individuals active in the racial movement; investigations of communist fronts and other miscellaneous organizations; and racial disturbances and other racial matters investigated under the racial matter character. Information should be included in these quarterly reports, notwithstanding the fact that it will duplicate reporting in the other substantive matters referred to above. These reports shall be designed to precisely spell

NW 88321 DocId:32989529 Page 560

out the full extent of the communist influence in racial matters. They should separate words and intentions from actions; mere participation from direct influence; and the bona fide communist from the mere "do-gooder." They should not include information concerning legitimate efforts in the racial movement where there is no communist taint.

b. Information should be reported according to the following outline. All main headings denoted by Roman numerals must be accounted for. If there is no information to report under a particular main heading, the heading should appear, followed by a statement "No information developed."

I. COMMUNIST STRATEGY

(A) COMMUNIST PARTY, USA

(1) Plans, strategy, party line, and the like made at national meetings, including expressions by national and other functionaries

(2) Plans, etc., made at district and lower level meetings, including expressions by local leaders and rank-and-file members

(3) Plans, etc., as revealed in party publications and other propaganda media, such as written directives, press releases, and the like

Information under item 3 should be reported by the office covering the origin of the publications, such as the New York Office for "The Worker," "Political Affairs," and directives from party headquarters; San Francisco Office for "People's World"; etc. Party expressions, oral or written, when directly related to a specific event covered under II, should be included under II.

(B) OTHER COMMUNIST GROUPS (Such as Socialist Workers Party, Progressive Labor [Party,]Workers World Party, and the like)

Under (B), report information under separate numbered subheadings for each organization. Report here information generally along the same lines as for (A) above.

II. COMMUNIST TACTICS

In this part report information on communist direction and influence of and participation in racial demonstrations, disturbances, drives, boycotts, and any other similar activities with racial overtones. This part will illustrate how communist activities attempt to exploit racial situations and expand communist influence, thus furthering communist objectives. List activities in chronological order with lettered subheadings, such as:

(A) DEMONSTRATION, CLEVELAND, OHIO, 1-10-66
(B) STORE BOYCOTT, YOUNGSTOWN, OHIO, 3-6-66

Under each subheading include such information as nature of event; sponsoring and participating groups; total participants; number and identities of subversives involved; specifics as to whether subversives directed, controlled, instigated, or merely participated; whether violence resulted and, if so, whether subversives involved; arrests of subversives and court disposition; and any other information believed pertinent to the overall picture of communist influence. Efforts by supporting groups to avoid communist involvement should also be reported. If a particular event had no communist involvement, it should, of course, not be included in the report.

NW 88321 DocId:32989529 Page 561

III. COMMUNIST PENETRATION AND INFLUENCE IN RACIAL AND OTHER ORGANIZATIONS
Field offices should set out information concerning only the local branches of the organizations which are in its territory. The office covering the national headquarters of an organization should set out pertinent data as to the national headquarters, as well as any local affiliates in its territory, separating the national from the locals. The number of members, nationally and by locals, should be indicated. Include under each organization information as to officers and others in positions of influence who have present or past subversive connections; information as to other subversives who are merely members; specific evidence of influence wielded by subversives; policy concerning communist participation in the organization's activities, such as prohibition of communists holding office or membership (if no such stated policy, so indicate); and use and distribution of communist propaganda.

IV. MISCELLANEOUS
If at all possible, information to be included should be set out under the basic main headings I, II, or III. However, should there be some pertinent information to report which does not lend itself to the first three parts, it will be permissible to include it in part IV - MISCELLANEOUS.

c. The term "communist" should be interpreted in its broad sense as including persons not only adhering to the principles of the CPUSA itself, but also to such splinter and offshoot groups as the Socialist Workers Party, Progressive Labor [Party,] and the like.

d. Any office which has no information to report should so advise the Bureau by letter in lieu of a report. If any positive information, however limited, is available, it must be submitted by report. The same appropriate local dissemination to other agencies should be made as is made for the quarterly reports concerning the CPUSA. Except as otherwise indicated above, the regular report writing rules for security reports shall be applicable.

[e. Follow rule set out under item 3a, (2) (f), above, concerning listing of those Communist Party members named in the reports who are not in the security index.]

NW 88321 DocId:32989529 Page 562

D. SECURITY INVESTIGATION OF INDIVIDUALS

1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

a. Communist Party, USA
b. Socialist Workers Party
c. Progressive Labor [Party]
d. Proletarian Party of America
e. Nationalist Party of Puerto Rico
f. Johnson-Forest Group
g. American Socialist Clubs
h. See also 87C 1d.

2. Responsibility of the Bureau

a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

b. Determination of violations of Federal statutes

To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.

(1) Direct investigation towards obtaining admissible evidence to establish the violation.

(2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.

(3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).

(4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.

NW 88321 DocId:32989529 Page 563

(5) Title 5, USC, §[7311, and Title 18, USC, § 1918,]prohibit Government employment of persons who are disloyal or who assert the right to strike against the Government. [Title 5, USC, § 3333,]provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, §[303,]so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section 69H of this manual entitled "Security of Government Employees - Fraud Against the Government" for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.

(6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, remain alert for information the form is later presented to a Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

NW 88321 DocId:32989529 Page 564

E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

1. Purposes
   a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
   b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
   c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
      (1) Internal Security Act of 1950
      (2) Registration Act
      (3) Smith Act of 1940
      (4) Executive Order 10450
2. General policy -
   a. Newly formed known or suspected subversive organizations
      (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
      (2) After conducting sufficient inquiry to determine true character of group
         (a) If further investigation warranted, advise Bureau through established report writing procedures.
         (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.
   b. Established subversive groups
      (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
      (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
      (3) Submit reports at least every six months.
      [(4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam, leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders and who reside within the area covered by the reporting office are listed in the security index or are informants or sources. Exceptions should be named and a statement made as to the status of their investigations.]
   c. Organizations political in character
      (1) Investigation should not be instituted without Bureau approval.
      (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
   d. Organizations connected with institutions of learning
      (1) No investigation to be conducted without prior Bureau approval
      (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
      (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, including those connected with institution of learning.
      (4) Before conducting any interview with individual connected with institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview unless individual is established reliable source.
      (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
   e. Legitimate noncommunist organizations that are communist infiltrated
      (1) No investigation should be conducted without prior Bureau approval.

NW 88321 DocId:32989529 Page 565

(2) Investigations should be handled most discreetly by experienced Agents.

(3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:
   (a) The Communist Party has specifically instructed its members to infiltrate the organization.
   (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.

(4) When advising Bureau, include data concerning following items:
   (a) Name and address of organization
   (b) Extent of communist infiltration
   (c) Identities of Communist Party members and positions held in organization
   (d) Informant coverage afforded organization
   Set forth positions held by informants and whether informants are members or merely reporting on organization.
   (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

(5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.

(6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.

(7) Data concerning following topics should be fully developed and reported on:
   (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization specific target for infiltration, and that Bureau not investigating legitimate activities of organization.
   (b) Address of organization
   (c) Brief characterization of organization, including total membership
   (d) Principal officers of organization
   (e) Communist Party program to infiltrate this organization and influence its policy
   (f) Results of this program, including Communist Party affiliations of officers and members

(8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.

(9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

NW 88321 DocId:32989529 Page 566

[h. Dissemination of information to Secret Service regarding plots against the President
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual.

The agreement provides that the FBI, in its investigations of organizations whose activities are inimical to the welfare of the U. S., will be alert to and promptly notify Secret Service of any information indicating a plot against the person of the President; thereafter, it is the responsibility of Secret Service to initiate such action as is necessary to neutralize such a plot.

The field must be alert during the course of the investigation of an organization for information indicating a plot against the person of the President. Upon receipt of such information, immediately furnish complete details to the nearest office of Secret Service and appropriate local law enforcement agencies and advise the Bureau at that time by teletype, or telephone if the facts warrant, of the information furnished and the fact it has been so disseminated. An immediate attempt should be made to verify the information received but no evaluation of the information should be attempted.

Prepare at once a letterhead memorandum which should include complete details disseminated and the identities of the Secret Service officer and the local law enforcement officers to whom given and the date and time of notification. Promptly disseminate the letterhead memorandum locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to the Bureau for dissemination at the SOG. Thereafter, copies of all letterhead memoranda and reports concerning the organization should be disseminated locally to Secret Service on a continuing basis and extra copies of such communications should be furnished the Bureau for dissemination at the SOG.

The field should insure that the identities of the members of the organization who are "in" on the plot are determined. Background information concerning the individuals (see items 1 and 3 of appendix A to the agreement) should be fully developed and included in the communications prepared and disseminated to Secret Service. If such identities and information are known at the time the initial information is received, they should be included in the first letterhead memorandum prepared in the matter.]

3. Investigative procedures and suggestions re communist front organizations
To accurately and clearly show true nature of communist front groups, data concerning the following topics, where applicable, should be fully developed and reported on:

a. Origin and scope
Date of formation. Circumstances under which founded. Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group. Identify all known chapters, if any, and location thereof.

b. Whether incorporated
Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.

c. Aims and purposes

d. Location of headquarters

e. Officers
List principal officers, board of directors, etc., and appropriate characterization of each showing communist affiliation.

[The cover pages of the report should state that all persons named as officers or leaders of the organization and who reside within the area covered by the reporting office are listed in the security index or are informants or sources. Exceptions should be named and information furnished concerning the status of their investigations.]

f. Membership
Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records[showing]affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.

g. Official organ, if any, and other literature
(1) May be obtained through confidential mailbox, panel sources, and confidential informants
(2) All such literature should be appropriately identified.
(3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.

h. General activities

i. Finances
Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts.

j. Support given to Communist Party
Preponderance of evidence should be developed[showing]support, financial or otherwise, given by the organization to the Communist Party.

k. Support received from Communist Party
Preponderance of evidence should be developed[showing]support, financial or otherwise, received by the organization from the Communist Party.

l. Implementation of Communist Party line
Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

NW 88321 DocId:32989529 Page 568

(6) Character
(a) Key figures and top functionaries
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:
Internal Security - C
Internal Security - SWP
(b) Others
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:
Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. [Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character.]

(7) Deleted
(8) Status
All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:
(a) Top functionaries
I. Pending inactive
(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(b) Key figures
I. Pending inactive
(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(c) Deleted

(d) Other security index subjects
  I. Closed
    (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

(e) Cases of subjects recommended for security index
  I. Pending inactive
    (A) If all active investigation completed at the time FD-122 forwarded to Bureau
    (B) Set forth lead to follow Bureau for security index card and if approved [for dissemination of report to] Secret Service.
  II. Closed
    (A) Upon receipt of security index card from Bureau [and dissemination to Secret Service
    (B) Thereafter follow by administrative tickler for investigative report as in (d) above.

(f) Subjects not in security index who are not to be included therein
  I. Closed
    (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(9) Content
(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.
  I. Background
    (A) Birth date
    (B) Citizenship status
    (C) Education
    (D) Marital status
    (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
    (F) Identification record
    (G) Employment
    (H) Residence
    (I) Status of health (if known)
  II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)
    (A) Information concerning admission to revolutionary group including sponsors, etc.
    (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 570

1. Reporting of evidence developed on individual members
   Any admissible evidence showing a violation of the Internal Security Act of 1950, Title 50, USC, § 784 (a) (1) (E), as it pertains to union officers, employees, and representatives of management (see paragraph f(4), page 93, of this section and volume III, section 67C, of this manual) should be furnished to the Bureau in a report on the individual[and the report should]carry the single character, Internal Security Act of 1950 - Labor (classification 122). Any admissible evidence showing a violation of this act on the part of any other individual should be furnished to the Bureau in a report on the individual and[the report should]carry the dual character, Internal Security - C or Security Matter - C, and Internal Security Act of 1950 (classification 100),[except employment in a defense facility in which case the words "Defense Facility" should appear instead of Internal Security Act of 1950.] See section 87D of this manual for complete instructions relative to investigations of individuals.

2. Communist front organizations
   a. Definition - Title 50, USC, § 782
   "The term 'Communist-front organization' means any organization in the United States (other than a Communist-action organization

(j) In connection with periodic re- in security index cases, there are instances in evidence of extensive activity in subversive organiza ns will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

(k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

NW 88321 DocId:32989529 Page 572

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

(A) That subject is included in the security index
(B) That data appearing on security index card is current
(C) That FD-122 has been submitted to Bureau where security index card changes are necessary
(D) That a suitable photograph is or is not available [and date photograph was taken]
(E) That subject is employed in a key facility and agency charged with security responsibility is specified and that agencies interested in that facility are specified
(F) Reason for classifying report
(G) Dates subject was previously interviewed and reason for not reinterviewing subject
(H) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
(I) That subject's case has been reevaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
(J) That subject's security index card is or is not tabbed detcom and reasons why subject's activities warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of photostats of documents obtained by the other offices and the identity

NW 88321 DocId:32989529 Page 573

(10) Communist infiltration of mass organizations program
(a) Submit semiannual letters March 1 and September 1 under caption of above program, Bufile 100-3-106, using following topical outline and headings:
I. Information concerning Communist Party program
Furnish summary of information received concerning overall Communist Party program to infiltrate mass organizations, nationally and locally; steps taken to carry out program[including statements made by Communist Party leaders, directives issued by the Communist Party, and articles appearing in Communist Party publications;] and success being achieved by party.
II. [Recommendations for additional investigation
Briefly outline steps being taken to keep abreast of Communist Party efforts to infiltrate mass organizations and indicate specifically what additional investigation will be undertaken to determine the extent to which mass organizations are being influenced, dominated, or controlled by the Communist Party.
III. Identity of organizations which are targets for infiltration or have been infiltrated by the Communist Party
List names and Bureau file numbers of all organizations which are subject of a pending communist infiltration case. Include descriptive data concerning each organization and indicate extent to which organization has been infiltrated.]

f. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

g. Photographic surveillances
(1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.
(2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.
(3) No such surveillances should be instituted without specific Bureau authority.

NW 88321 DocId:32989529 Page 574

in a k facility, copies of reports b ring the dual c racter, "Secur of Government Employees; Sec ty Matter - C." hould be furnished to appropriate intelligence agencies of t rmed services by the field offices as shown in sections 69 . ume III, and 87D 7c (2), of this manual. For instructic garding dissemination to the Defense Industrial Security Cle Office, Defense Supply Agency, Columbus, Ohio, see 8 (3), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation Agency (FAA)
FAA issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to FAA. Such dissemination will be made only at the Bureau. [For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.]

(9) Security index - dissemination of information to Secret Service
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status; forward FD-376 as in any other case.

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.

NW 88321 DocId:32989529 Page 575

(4) Content
(a) Each card in section A and section B should contain, as a minimum, the following:
I. Name and aliases
II. Race
III. Sex
IV. Organizational affiliation or nationalistic tendency
V. Citizenship
VI. Residence
VII. Employment
VIII. Birth data
IX. Office file number
X. The letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section[134B,]item 2, volume[IV,]of the manual
(b) In addition, membership and position or association in subversive group or groups, together with the source and date of the information, may be added.

(5) Removal and deletion of cards
(a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
(b) Advise the Bureau of the destruction only in the case of section A cards.

b. Security index
(1) Purpose
(a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
(b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of the aims of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
(c) It shall include subjects of espionage investigations [illegible] any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
(d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

NW 88321 DocId:32989529 Page 576

manpower to review security index cases.

(e) Names shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.

(f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be giv... preferred, expeditious, continuous, and detailed attent...

(g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.

(h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.

(i) Matters pertaining to the security index may be discussed with duly qualified represe...tatives of other Fed... intelligence agencies only on a st...ctly confidential b... s and only in instances in which ... individual ... bject of prime interest to one of these services is invol... .

(2) Determination of dangerousness of an individual

(a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in ma...ing this determination. An individual's dangerousness ... depends upon the contributi... he has made or is making ... the advancement of the princip... and aims of the subver... movement with which he is connected or his subversive ...ntialities in the ev...t of a national emerg...cy. Bear in ...ind that a subj... active in a subversive o...nization ... merely an isolated individual but is a part of an ...ation of which the purposes are opposed to the best i... ...ts of the U. S. An individual's loyalty to a subversive ...anization and the principles thereof is a primary factor ... take into consideration in evaluating his potential dange...usness;[however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous ind...idual in time of a national emergency. Factors having a bear...g upon an individual's potential dangerousness are numerous and will vary in each case in degree.]

Among such factors are:

I. Long conti...ed membership in a subversive organization

II. Affiliation with or attendance at training school..., especially leadership schools

III. Frequent or regular ...endance at organizational me...tings and functions

IV. Subscriptions to publications of a subversive organization

V. Possession of or continued study of revolutionary literature

VI. Preparation or distribution of subversi... propaganda and/or literature

VII. Holding positions in the subversive org...ization or in other organizations of a f...nt character which indicate confidence of such organiz...ons in his loyalty

VIII. Espousal of a subversi... ...rine exemplified in his acts and utterances

NW 88321 DocId:32989529 Page 577

After initial dissemination to Secret Service in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on the security index, in addition to dissemination to Secret Service, also advise the Immigration and Naturalization Service (INS) locally, and furnish four copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Bear in mind in filling out the reference that some letterhead memoranda have been expressly prepared for dissemination to Secret Service only and are not be furnished to the Department or INS; therefore, the copy furnished INS locally and two of the copies furnished the Bureau should reference the last communication to INS.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section[134B,] volume[IV,]of this manual.

Upon transfer of office of origin in one of these cases, the old office of origin is to furnish Secret Service locally with the subject's new residence and business address and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally. The new office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to the subject's status or until preparation of the next periodic report in the case.

(10) Dissemination at the Bureau

There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should [illegible] be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, to disseminate information to any field branch of another Government agency where such a procedure is deemed [illegible] because of the inadequacy of security measures in that [illegible]. In these instances the data should be brought to the [illegible] attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission which receives reports only through the Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, on at the SOG, as set out in 87D [illegible]b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

NW 88321 DocId:32989529 Page 578

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerring members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subv[illegible]ive derogatory data developed against a member of the armed ser[illegible]ces during any of our investigations of e[illegible]er individuals or organizations. For instance, if it is de[illegible]ined that a member of the armed forces has been in contact w[illegible] a security subject or with any individual or group raising secu[illegible]ty implications, the appropriate intelligence service should be immediately advised l[illegible]ally. This should be done even though the security aspects [illegible] the contact have not been resolved, so that the military serv[illegible] may be in a position to discharge their responsibilities. It [illegible] be pointed out to them specifically in such instances th[illegible] [illegible]e data are unverified, and pertinent developments must b[illegible] [illegible]ansmitted to them thereafter immediately upon receipt.

Section [illegible] 6b (1) (h) provides th[illegible] during the course o[illegible] [illegible]ty investi[illegible]ons it must be determi[illegible] whether the subject [illegible] any [illegible] [illegible]latives [illegible] the armed [illegible]rces. Our responsib[illegible] requi[illegible] tha[illegible] [illegible]ch associations b[illegible] called to the attenti[illegible] the appropriate [illegible]litary intelligence services, together wi[illegible] [illegible]ertinent data, [illegible]cluding reports, on the security subjects involved. The evaluati[illegible] of these associations lies entirely within the province of [illegible] intellige[illegible] services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any sub[illegible]sive contacts or information developed concerning military personnel mus[illegible] be set out in a letter to the Burea[illegible] together with a statement as to the local dissemination mad[illegible] in the field. Such letter should be a[illegible]ompanied by a[letterhe[illegible]] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

NW 88321 DocId:32989529 Page 579

II.	Race	
	White and Caucasian	W
	Negro	N
	Chinese	C
	Others	O
	(All others including Orientals (except Chinese), American Indians, etc.)	
III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	Communist Party, USA	COM
	Progressive Labor Party	PLP
	Socialist Workers Party	SWP
	Johnson-Forest Group	JFG
	American Socialist Clubs	ASC
	Nationalist groups advocating independence for Puerto Rico	PRN
	Proletarian Party of America	PPA
	Nation of Islam	NOI
	Bulgarian	BUL
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	[Romanian	ROM]
	Russian	RUS
	Yugoslavian	YUG
VI.	Dangerousness classification (where applicable)	
	Detcom	DC
VII.	Key figure and top functionary designation (where applicable)	
	Key figure	KF
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the Department of Defense Key Facilities List (where applicable)	
XII.	Residence address	
XIII.	Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.	
XIV.	Field office file number	

NW 88321 DocId:32989529 Page 580

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

(C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index

In recommending key facility employee for inclusion in security index, FD-122 is to contain:

(a) Key facility geographical reference number
(b) Abbreviation for agency having security responsibility
(c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
(d) Abbreviation AEC immediately following abbreviation for agency having security responsibility when abbreviation of responsible agency on key facilities list is followed by asterisk, which denotes Atomic Energy Commission is involved in security responsibility. This data will appear on security index cards returned from the Bureau.

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) Dissemination

Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

[In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory subversive information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.]

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

NW 88321 DocId:32989529 Page 582

classified contracts with the key facility.] Copies of reports for the Marine Corps should be disseminated locally to ONI.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General

Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition

A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

I. National, district, and state officers and the principal officers of the local clubs of the Communist Party

II. The principal organizers of the Communist Party

III. Those communists who are executive officers or outstanding figures in established communist front or communist-controlled organizations, foreign language groups, and Negro organizations infiltrated by communists

IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

NW 88321 DocId:32989529 Page 583

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7e (2), of this manual. [For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 87D 7e (3), of this manual.]

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation Agency
Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.

(9) Security index - dissemination of information to Secret Service
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status; forward FD-376 as in any other case.

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.

NW 88321 DocId:32989529 Page 584

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 587

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 588

[field office territory, the name and title of each Negro included in this total who maintains a national level position, and the name and title of each Negro included in this total who maintains a district level position above the status of "club chairman." Members of the Communist Party, USA, who are now carried as unidentified but who are known to be members of the Negro race should be included in the total number of Negroes.]

[When possible, totals should be broken down as to nationality, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

(b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members within the twelve-month period immediately preceding the submission of the quarterly report. In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.

(c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.

(d) Results of membership recruiting drives

(e) Make discreet efforts to ascertain results of annual national registration drives.

(3) Funds (Bureau file 100-3-63)

(a) Income and expenditures

(b) Plans and results of fund drives including:

I. Total amount sought by the state Communist Party organization

II. Specific amount to be contributed by the state organization to the national committee fund drive

III. Specific amount to be contributed by the state organization to "The Worker" fund drive

IV. Specific amount to be retained by the state organization after contributing to the national committee and "The Worker" fund drives for use in the state organization's own operations

(c) Large contributions by known party groups or front organizations

(d) Identity of any new party "angels"

(e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.

(f) Any special padding of expense accounts by Communist Party functionaries should be reported.

NW 88321 DocId:32989529 Page 589

(g) Possible violations of state or Federal tax laws
(h) Disbursements and collections of the "Reserve Fund"
(i) Receipt of any money from abroad

(4) Security measures (Bureau file 100-3-84)
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.

(5) Underground operations (Bureau file 100-3-94)
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.

(6) Factionalism (Bureau file 100-3-88)
(a). Submit pertinent information indicating that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expellin members who develop such views.
(b) Unusual disputes or arguments between leading communists in any district should be included in this section.

(7) International relations (Bureau file 100-3-81)
(a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
(b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
(c) Reaction of responsible Communist Party officials to events taking place in foreign countries
(d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy
[(e) Policy matter concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people]

(8) United Nations (Bureau file 100-3-80)
(a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
(b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations

(9) [Deleted]

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 591

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 592

(D) Whether or not defectee available for interview by all Agents
(E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectees were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the informat[illegible]on does not justify the inclusion of the subject's name in the security index when there is evidence of:

(a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection

(b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.

(c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.

(d) Leadership or substantial activities in a major subversive front group over three years ago, to[illegible]ther with some evidence of continuing activity, association, [illegible] sympathy for the subversive cause within three years and no reliable evidence of defection

(e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

NW 88321 DocId:32989529 Page 593

(3) Arrangement
This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

(a) Section A
Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:
  - (A) Professors, teachers, and educators
  - (B) Labor union organizers or leaders
  - (C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
  - (D) Lawyers, doctors, and scientists
  - (E) Other potentially influential persons on a local or national level
  - (F) Individuals who could potentially furnish material financial aid

II. Recommendations for inclusion of names in the reserve index (section A)
  - (A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a unless the recommendation is made simultaneously with a recommendation that the subject's name be deleted from the security index. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.
  - (B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. Add on the reverse side available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards is now stored.

III. Periodic review of section A of the reserve index
Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. Form [FD-154a] may be used for the annual review. This investigation should include, as a minimum:
  - (A) Verification of residence and employment
  - (B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
  - (C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

NW 88321 DocId:32989529 Page 594

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
   (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
   (B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
   (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B
   I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office. Cases falling within this category should be thoroughly reviewed and analyzed from an investigative viewpoint at least once every two years on a continuing basis. As a minimum this review should include verification of residence and employment and contact with logical sources and informants. Be alert to selecting logical subjects for interview as means of developing potential sources, informants, and witnesses. Also be alert for recommending individuals for inclusion in section A of the reserve index or the security index if warranted. [Form[FD-154a may be used for this review.]
   II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

D. SECURITY INVESTIGATIONS OF INDIVIDUALS

1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

a. Communist Party, USA
b. Socialist Workers Party
c. Progressive Labor [Party]
d. Proletarian Party of America
e. Nationalist Party of Puerto Rico
f. Johnson-Forest Group
g. American Socialist Clubs
h. See also 87C 1d.

2. Responsibility of the Bureau

a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

b. Determination of violations of Federal statutes

To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.

(1) Direct investigation towards obtaining admissible evidence to establish the violation.

(2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.

(3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).

(4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.

NW 88321 DocId:32989529 Page 596

(5) Title 5, USC, §§ 118p, 118q, and 118r (Public Law 330, 84th Congress, . proved 9-9-55), prohibits Government employment of persons wh are disloyal or who assert the right to strike against the Government. The law provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does no advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, § 93, so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section [69H] of this manual entitled "Security of Government Employees - Fraud Against the Government" for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.

(6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for . tion or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, however, remain alert for information the form is later presented to Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplement pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

NW 88321 DocId:32989529 Page 597

II.	Race	
	White and Caucasian	W
	Negro	N
	Chinese	C
	Others	O
	(All others including Orientals (except Chinese), American Indians, etc.)	
III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	Communist Party, USA	COM
	Progressive Labor[Party]	[PLP]
	Socialist Workers Party	SWP
	Johnson-Forest Group	JFG
	American Socialist Clubs	ASC
	Nationalist groups advocating independence for Puerto Rico	PRN
	Proletarian Party of America	PPA
	Nation of Islam	NOI
	Bulgarian	BUL
	Cuban	CUB
	Czechoslavakian	CZE
	Hungarian	HUN
	Rumanian	RUM
	Russian	RUS
	Yugoslavian	YUG
VI.	Dangerousness classification (where applicable)	
	Detcom	DC
VII.	Key figure and top functionary designation (where applicable)	
	Key figure	KF
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the Department of Defense Key Facilities List (where applicable)	
XII.	Residence address	
XIII.	Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.	
XIV.	Field office file number	

NW 88321 DocId:32989529 Page 598

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

[(C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 599

d. Other Marxist revolutionary groups
A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

e. General
Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

2. Purposes of investigation

a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.

b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:

(1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered

(2) Development of confidential informants in all party levels, including the national headquarters organization

[(3) [Deleted]

(4) The constant effort to develop admissible evidence against party officials for violation of Federal laws

c. Brief to establish illegal status of Communist Party, USA

(1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74)

(2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. If there is no information to report, include a statement to that effect in the cover pages of the quarterly report for the same period entitled "Communist Party, USA, Internal Security - C" (no copy needed for Bufile 100-3-74).

(3) It is advisable to use the following breakdown in preparing reports:

(a) Origin and continuity of the party

(b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements

(c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.

NW 88321 DocId:32989529 Page 600

3. Investigative procedures and suggestions
This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings. Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

(1) Organization (Bureau file 100-3-69)

(a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. List address and/or post office box number of party headquarters.

(b) Identify principal district officials and important functionaries, together with titles, and furnish a short resume of important activities of each during three-month period.

(c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.

(d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.

(e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

(2) Membership (Bureau file 100-3-68)

(a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page, [which page(s) must be devoted exclusively to such data.] Office of origin, which is office covering Communist Party district headquarters, should submit following figures:

I. For entire Communist Party district
II. For individual states covered by Communist Party district
III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

I. For state or portion of state covered by that field office
II. For number of Communist Party members in the area covered by that field office

[The total number of Communist Party members in the area covered by field office, either origin or auxiliary, should be broken down as to the total number of Negroes in the over-all numerical strength of the Communist Party, USA, in the

NW 88321 DocId:32989529 Page 601

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 602

(b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

(c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.

(d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.

(e) Security index cards shall be recommended by and maintained by office of origin only.

(f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.

(g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau and if approved to[disseminate a copy of the report to]Secret Service in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau and if approved[to disseminate the copy of the report]to Secret Service. In latter instance, upon receipt of security index card and following local dissemination to Secret Service, case may be closed administratively.

(h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

(i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.

(j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."

(k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.

(l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descript[illegible]ons and photographs are maintained on separate cards of similar size to security index cards which are stap[illegible] to back of two of the cards. One card will then be [illegible]d in the geographical section of office security inde[illegible] (except special section cards and unavailable sectio[illegible] cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).

(5) Content and appearance of security index card

(a) Data to appear on face of card

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted[showing]the correct data to be placed on the security index card.

NW 88321 DocId:32989529 Page 604

(6) Character
(a) Key figures and top functionaries
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:
Internal Security - C
Internal Security - SWP
(b) Others
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:
Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character.
[In any event, if subject is employed in a[defense facility
[so designated by the Secretary of Defense pursuant to section
[5 of the Internal Security Act of 1950, as amended,]add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted
(8) Status
All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:
(a) Top functionaries
I. Pending inactive
(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(b) Key figures
I. Pending inactive
(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(c) Deleted

NW 88321 DocId:32989529 Page 605

(d) Other security index subjects
I. Closed
(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

(e) Cases of subjects recommended for security index
I. Pending inactive
(A) If all active investigation completed at the time FD-122 forwarded to Bureau
[(B) Set forth lead to follow Bureau for security index card and if approved[for dissemination of report to] Secret Service.
II. Closed
[(A) Upon receipt of security index card from Bureau and dissemination to Secret Service
(B) Thereafter follow by administrative tickler for investigative report as in (d) above.

(f) Subjects not in security index who are not to be included therein
I. Closed
(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(9) Content
(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.
I. Background
(A) Birth date
(B) Citizenship status
(C) Education
(D) Marital status
(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
(F) Identification record
(G) Employment
(H) Residence
(I) Status of health (if known)
II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)
(A) Information concerning admission to revolutionary group including sponsors, etc.
(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 606

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7e (2), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation Agency
Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way; individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.

(9) Security index - dissemination of information to Secret Service
[Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in th- main case file and upon transferral of office of origin in ... case, the new office of origin is to be furnished a copy. .reful consideration must be given to insure that the indivi..ual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status; forward FD-376 as in any other case.

In the case of individual subject of prior investigation who is currently being recommended "or the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.]

NW 88321 DocId:32989529 Page 607

[After initial[dissemination to Secret Service]in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on the security index, in addition to dissemination to Secret Service, also advise the Immigration and Naturalization Service (INS) locally, and furnish four copies of the letterhead memorandum to the Bureau for dissemination at the [SOG. Bear in mind in filling out the reference that some[letterhead] memoranda have been expressly prepared for dissemination to Secret Service only and have not been furnished to the Department or INS; therefore, the copy furnished INS locally and two of the copies furnished the Bureau should reference the last communication to INS.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 83K, volume III, of this manual.

Upon transfer of office of origin in one of these cases, the old office of origin is to furnish Secret Service locally with the subject's new residence and business address and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally. The new office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with [respect to the subject's status[or until preparation of the next [periodic report in the case.].

(10) Dissemination at the Bureau

There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a [letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 610

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 611

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 612

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 613

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 615

(10) Communist infiltration of mass organizations program

(a) Submit semiannual letters March 1 and September 1 under caption of above program, Bufile 100-3-106, using following topical outline and headings:

I. Information concerning Communist Party program
Furnish summary of information received concerning over-all Communist Party program to infiltrate mass organizations, nationally and locally; steps taken to carry out program; identity specific groups which are targets for infiltration or which have been infiltrated by party members; and success being achieved by party.

II. Organizations concerning which information previously submitted
Only list names and Bureau file numbers concerning] those cases wherein, since submission of last semiannual letter, letters using the five-point outline set out under item (4) above were furnished to Bureau. Do not list those cases which were under investigation by Bureau authority at time of submission of last semiannual letter.

III. Organizations concerning which information being submitted for first time with instant letter
Only list names and Bureau file numbers (if known) of those organizations concerning which information has not previously been furnished Bureau but which is being furnished, together with recommendations regarding future investigations, for first time with instant letter. Submit information, using five-point outline as set out under item (4) above, as enclosure to letter. Submit separate enclosure on each organization listed in this category. Furnish two copies of each enclosure and sufficient copies of cover letter in order that one copy each of semiannual letter and enclosure can be placed in Bureau file on organization. This will eliminate necessity of submitting separate summary letter under each individual case caption. Do not use T symbols in enclosure, but set out identities of sources.

f. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

g. Photographic surveillances

(1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.

(2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.

(3) No such surveillances should be instituted without specific Bureau authority.

NW 88321 DocId:32989529 Page 616

[h. Dissemination of information to Secret Service regarding plots against the President
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual.

The agreement provides that the FBI, in its investigations of organizations whose activities are inimical to the welfare of the U. S., will be alert to and promptly notify Secret Service of any information indicating a plot against the person of the President; thereafter, it is the responsibility of Secret Service to initiate such action as is necessary to neutralize such a plot.

The field must be alert during the course of the investigation of an organization for information indicating a plot against the person of the President. Upon receipt of such information, immediately furnish complete details to the nearest office of Secret Service and appropriate local law enforcement agencies and advise the Bureau at that time by teletype, or telephone if the facts warrant, of the information furnished and the fact it has been so disseminated. An immediate attempt should be made to verify the information received but no evaluation of the information should be attempted.

Prepare at once a letterhead memorandum which should include complete details disseminated and the identities of the Secret Service officer and the local law enforcement officers to whom given and the date and time of notification. Promptly disseminate the letterhead memorandum locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to the Bureau for dissemination at the SOG. Thereafter, copies of all letterhead memoranda and reports concerning the organization should be disseminated locally to Secret Service on a continuing basis and extra copies of such communications should be furnished the Bureau for dissemination at the SOG.

The field should insure that the identities of the members of the organization who are "in" on the plot are determined. Background information concerning the individuals (see items 1 and 3 of appendix A to the agreement) should be fully developed and included in the communications prepared and disseminated to Secret Service. If such identities and information are known at the time the initial information is received, they should be included in the first letterhead memorandum prepared in the matter.]

NW 88321 DocId:32989529 Page 617

3. Investigative procedures and suggestions re communist front organizations
To accurately and clearly show true nature of communist front groups, data concerning the following topics, where applicable, should be fully developed and reported on:
   a. Origin and scope
      Date of formation. Circumstances under which founded. Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group. Identify all known chapters, if any, and location thereof.
   b. Whether incorporated
      Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.
   c. Aims and purposes
   d. Location of headquarters
   e. Officers
      List principal officers, board of directors, etc., and appropriate characterization of each showing communist affiliation.
   f. Membership
      Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records reflecting affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.
   g. Official organ, if any, and other literature
      (1) May be obtained through confidential mailbox, panel sources, and confidential informants
      (2) All such literature should be appropriately identified.
      (3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.
   h. General activities
   i. Finances
      Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts.
   j. Support given to Communist Party
      Preponderance of evidence should be developed reflecting support, financial or otherwise, given by the organization to the Communist Party.
   k. Support received from Communist Party
      Preponderance of evidence should be developed reflecting support, financial or otherwise, received by the organization from the Communist Party.
   l. Implementation of Communist Party line
      Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

NW 88321 DocId:32989529 Page 618

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

[g. Channelizing memoranda - destruction of
Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases.

[[Copies of informant's statements designated for the 100 classification
[case files of informants may be destroyed when one year old on an
[annual basis.]

[In destroying these[communications,]be guided by instructions for destruction of channelizing memoranda as set out in Manual of Rules and Regulations.

8. Dissemination of data developed in security investigations
The proper utilization of information received by the Bureau is foremost among our responsibilities as an investigative agency. It is the Bureau's duty to keep the proper intelligence agencies informed concerning information of interest to them. Further, information which comes to the attention of the Bureau in connection with the conduct of investigations normally and regularly within the jurisdiction of the Bureau, which information is believed to be of interest to another agency within the executive branch of the Government, should be forwarded to the interested agency unless there are good and compelling reasons not to do so. This is in line with the Delimitations Agreement and Presidential directives which provide for the dissemination to other agencies of information relating to espionage, sabotage, subversive activities, and related matters where the specific agency has a present or potential interest in the information.

Set out hereafter is a summarization of existing Bureau requirements regarding dissemination of security information developed on individuals during the course of regular investigations in the security field. It

NW 88321 DocId:32989529 Page 619

should be apparent that all conceivable situations cannot be anticipated. For that reason, the data below should be considered as pertaining to representative situations which occur frequently enough to warrant specific treatment. The basic rule to follow is, of course, that security information must be furnished promptly to interested agencies in the executive branch of the Government and that the term "interested agency" must be interpreted in the light of reason and common sense. Any unusual situations should be brought to the attention of the Bureau promptly for consideration and disposition.

Considerations affecting the national defense in Alaska, Hawaii, and Puerto Rico necessitate that the broadest possible construction be given to the existing requirements of dissemination to the intelligence services located in those areas. The Anchorage, Honolulu, and San Juan Offices should adhere to such policy and effect such dissemination as to discharge fully our responsibilities as laid down in Bureau instructions, together with practices which have been dictated by circumstances within those particular offices.

The material set out below must be read in conjunction with the Manual of Rules and Regulations, part II, section 5, which discusses the Bureau's over-all responsibilities in dissemination, together with existing policies, qualifications, and exceptions.

a. Data developed concerning subjects of security investigations and other persons coming within investigative jurisdiction of the Bureau

(1) Aliens and naturalized citizens
Information concerning aliens and naturalized citizens which might have a bearing on the deportation or denaturalization of such individuals should in all instances be forwarded to the Immigration and Naturalization Service. Refer to the Manual of Rules and Regulations, part II, section 5. If any doubt exists, the matter should in all instances be resolved in favor of dissemination.

(2) Employees of or persons having regular access to key facilities or employees of plants having contracts with the military services
Dissemination in these cases is treated specifically in section 87D 7c[(3)] of this manual.

(3) Employees of public utilities (including state and municipal facilities) which are not on the key facilities list or otherwise falling into the category defined in (2) above, and facilities which are or may become engaged in the manufacture of materials vital to the national defense
Dissemination should be made locally to G-2 and, in addition, to other intelligence services if their interest is apparent in individual cases or in specific facilities.

(4) Individuals on inactive duty but who are members of or hold commissions in the reserve branches or National Guard
Dissemination should be made locally to the appropriate military intelligence service. Dissemination to headquarters of the appropriate services will be made at SOG.

(5) Seamen and subjects employed in the maritime industry, including longshoremen and other water-front employees
Dissemination should be made to the Coast Guard on a local level and, when circumstances dictate, to other intelligence agencies, including ONI, which have an interest in the data reported. Appropriate dissemination on a headquarters level will be made at SOG.

(6) Employees of the Federal Government within the purview of Executive Order 10450
No dissemination of the reports in security of Government employees cases may be made in the field. If, however, subject is employed

NW 88321 DocId:32989529 Page 620

(b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

(c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach an additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.

(d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.

(e) Security index cards shall be recommended by and maintained by office of origin only.

(f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.

(g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau[and if approved to submit letterhead memorandum for Secret Service]in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau[and if approved submit letterhead memorandum for dissemination to Secret Service.] In latter instance, upon receipt of[security index card and following local dissemination to Secret Service of Bureau-approved letterhead memorandum,]case may be closed administratively.

(h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

NW 88321 DocId:32989529 Page 621

(i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.

(j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other -- Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."

(k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.

(l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).

(5) Content and appearance of security index card

(a) Data to appear on face of card

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted [showing] the correct data to be placed on the security index card.

NW 88321 DocId:32989529 Page 622

II. Race

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others including Orientals (except Chinese), American Indians, etc.)

III. Sex

Male	M
Female	F

IV. Citizenship

Native born	NB
Naturalized	NA
Alien	AL

(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)

V. Organizational affiliation or nationalistic tendency

Communist Party, USA	COM
[Progressive Labor Movement	PLM]
Socialist Workers Party	SWP
Johnson-Forest Group	JFG
American Socialist Clubs	ASC
Nationalist groups advocating independence for Puerto Rico	PRN
Proletarian Party of America	PPA
Nation of Islam	NOI
Bulgarian	BUL
Cuban	CUB
Czechoslavakian	CZE
Hungarian	HUN
Rumanian	RUM
Russian	RUS
Yugoslavian	YUG

VI. Dangerousness classification (where applicable)

Detcom	DC

VII. Key figure and top functionary designation (where applicable)

Key figure	KF
Top functionary	TF

VIII. Special section cards

Atomic energy program employees	AEP
Cuban special section	CUB
Espionage subjects	ESP
Foreign government employees	FGE
Pro-Tito subjects	YUG
United Nations employees	UNE
U. S. Government employees	GOV

IX. Unavailable section cards

Missing	MI
Out of country	OC
Imprisoned	PR

X. Date and place of birth

XI. Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the Department of Defense Key Facilities List (where applicable)

XII. Residence address

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.

XIV. Field office file number

NW 88321 DocId:32989529 Page 623

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

(C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 624

When it is determined that a security index subject is imprisoned, make arrangements with the confining institutions to be informed of the subject's release. An administrative tickler should be set up for a date shortly prior to the expected date of the subject's release to assure that you are informed of the subject's release. Upon receipt of advice of the release of the subject, ascertain whether the subject should be continued in the security index. If so, submit FD-122 in accordance with instructions set forth below.

Standards for inclusion of such subjects in the unavailable section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for inclusion of a subject in the unavailable section who has not previously been included in the security index or changing an existing security index card from the geographical or special sections to the unavailable section, FD-122 must include the words "Unavailable Section" typed in the upper right portion thereof..

Places of former residence or former employment are not to be included on security index cards of subjects who are missing, who are out of the country, or who are imprisoned inasmuch as such data serves no useful purpose on the card.

Security index cards to be placed in the unavailable section shall bear code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt of the three cards from the Bureau for each subject in one of these categories, place the required additional data on two which shall be filed alphabetically in the appropriate subsection of the unavailable section. File the third card in the alphabetical section of the security index.

When a subject who has been included in the unavailable section as a missing subject is located in your office territory or a subject who has been out of the country has returned to your territory or an imprisoned subject has been released, submit FD-122[showing]the subject's current residence and place of employment. The words "Remove from Unavailable Section" shall be typed in the space provided behind the words "MISCELLANEOUS (Specify)" on FD-122. If the subject's card is to be placed in the special section, the statement "Place in Special Section - Espionage (or Foreign Government Employee, etc.)" should be added in this space. When the new cards are received from the Bureau, they shall be checked for accuracy and the description and photograph, if available, shall be placed on two of the three cards. These two cards shall then be filed in the geographical or special section (where applicable) and the other card shall then be filed in the alphabetical section. The old cards in the unavailable and alphabetical sections shall be destroyed.

When a subject who has been included in the unavailable section is located in another division, FD-128 shall

NW 88321 DocId:32989529 Page 625

be submitted to the Bureau and the new office of origin with the pertinent data placed thereon including his current residence and business addresses. The notation "Remove from Unavailable Section" shall be typed in the space to the right of the addresses. New security index cards will then be submitted to the new office of origin by the Bureau.

(D) Exception - re special section
Security index cards relating to special section subjects will continue to be maintained in the special section rather than in the unavailable section. When it is determined that a special section subject is out of the country, imprisoned, or missing, FD-122 shall be submitted to the Bureau with the appropriate unavailable category designated as set forth above. New cards retaining the special section designation, as well as indicating the unavailable category, will be prepared. Upon receipt of these amended cards from the Bureau, two copies will be filed in the special section of the field office security index and one copy will be filed in the alphabetical section.

V. Inactive section
Each office shall maintain an inactive section in its security index which will contain the security index cards of individuals who were included in the active security index at the time they were inducted into the armed forces.

Upon learning of the induction of a subject into one of the armed forces, a letter is to be submitted to the Bureau advising of the identity of the branch of service into which the subject was inducted, together with the date and place of induction.

If pertinent information which has not previously been set forth in report form exists in the office files, the same shall be included in an investigative report which is to be forwarded as an enclosure to the letter advising of the subject's entrance into the armed forces. The Bureau will then furnish appropriate intelligence agencies with pertinent information concerning that subject and request notification in the event of the subject's discharge from the service.

The geographical security index cards for such subjects shall be placed in the inactive section of the field security index. Destroy the alphabetical cards.

Set up an administrative tickler for each subject in the inactive section. At the termination of each six-month period, appropriate inquiry is to be made by the field to determine if the subject has been discharged from military service. Such checks should be made locally through pretext inquiries if necessary. If such information is not obtainable locally, submit a letter[requesting a check to the field office covering the records for]the appropriate service.

Upon learning that a subject carried in the inactive section of the security index has returned to civilian status, determine whether his activities warrant inclusion in the active security index. If so, FD-122

(6) Character
(a) Key figures and top functionaries
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies. Examples:

Internal Security - C
Internal Security - SWP

(b) Others
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies. Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. In any event, if subject is employed in a [defense facility so designated by the Secretary of Defense pursuant to section 5 of the Internal Security Act of 1950, as amended,] add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted
(8) Status
All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:
(a) Top functionaries
I. Pending inactive
(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(b) Key figures
I. Pending inactive
(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(c) Deleted

NW 88321 DocId:32989529 Page 627

(d) Other security index subjects
I. Closed
(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

(e) Cases of subjects recommended for security index
I. Pending inactive
(A) If all active investigation completed at the time FD-122 forwarded to Bureau
[(B) Set forth lead to follow Bureau for security index card[and if approved to submit letterhead memorandum
[for Secret Service.]
II. Closed
[(A) Upon receipt of security index card from Bureau [and dissemination of Bureau-approved letterhead
[memorandum to Secret Service]
(B) Thereafter follow by administrative tickler for investigative report as in (d) above.

(f) Subjects not in security index who are not to be included therein
I. Closed
(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(9) Content
(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.
I. Background
(A) Birth date
(B) Citizenship status
(C) Education
(D) Marital status
(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
(F) Identification record
(G) Employment
(H) Residence
(I) Status of health (if known)
II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)
(A) Information concerning admission to revolutionary group including sponsors, etc.
(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 628

(3) By force or violence, or
By assassination of any officer of such government
It will be necessary to show:
(a) The identity and official capacity of such officer
(b) The identity of persons conspiring to assassinate, or actually assassinating such officer
(c) Full details surrounding the assassination or attempted assassination
(d) Reasons for the assassination, and ends to be gained by such assassinations, or

b. Printed, published, edited, issued, or circulated
(1) The person with the intent to cause the overthrow or destruction of the Government of the U.S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
(2) Printed, published, edited, issued, circulated, sold, distributed, or publicly displayed written or printed matter
(3) Advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying the Government

NW 88321 DocId:32989529 Page 629

of the U. S. by force or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof, or

c. Organized society, group, or assembly
   (1) The person organized, or helped organize, a society, group, or assembly of persons
   (2) Which taught, advocated, or encouraged the overthrowing or destruction of the Government of the U. S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
   (3) By force or violence, or
   (4) The person became a member of, or affiliated with, such society, group, or assembly of persons
   (5) Knowing the purpose thereof

B. SUBMISSION TO THE BUREAU OF SUBVERSIVE DEROGATORY INFORMATION ON INDIVIDUALS

1. To insure the proper discharge of the Bureau's responsibility to furnish information at the seat of Government at the request of other agencies and to have it available at the seat of Government when such requests are received from other agencies, the Bureau must be promptly furnished, for indexing purposes by offices covering the national and local headquarters of the various subversive organizations, the names of, and identifying data concerning, persons affiliated with and becoming affiliated with the following types of organizations listed below.
   a. Basic revolutionary organizations or groups
      Communist Party, USA
      Socialist Workers Party
      Proletarian Party of America
      Other Marxist revolutionary organizations including splinter groups, if any, of the preceding[three]organizations
      Nationalist Party of Puerto Rico
   b. Nationalist and fascist-type groups
   c. Front organizations of 1, a and b above, including those
      (1) Cited by the Attorney General
      (2) Cited or declared by the House Committee on Un-American Activities or by any of the various legislative committees
      (3) Described as such or as an organization dominated or controlled by one of the basic revolutionary organizations or groups by security informants or other sources of known reliability

   Such lists should include the organization's membership list and any other record showing affiliation.

2. Field offices obtaining information concerning such affiliation of individuals residing outside their territory must expeditiously furnish such information to the office covering the address of the person.
3. The information should be submitted to the Bureau in duplicate by letter captioned with the title of the organizational case file, for example, "Communist Party, USA, ________ District, ________ Division; Internal Security - C" or["Socialist Workers Party, ________ Division; Internal Security - SWP"]and should clearly indicate that the list is being furnished to the Bureau for indexing purposes only.
4. Information received from all sources, including that received from confidential sources, highly confidential sources, reports of security informants and sources, and public and other sources, should be reviewed to insure that the Bureau has been furnished in the past and will be furnished in the future lists of all individuals (together with identifying data) affiliated with all organizations set forth in 1 a, b, and c.
5. In forwarding such information to the Bureau, the offices should incorporate, insofar as possible, information concerning a number of individuals in one letter. The letter should contain sufficient identifying data concerning each individual to enable the Bureau to identify that individual

NW 88321 DocId:32989529 Page 630

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards

(A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.

(B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.

(C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B

I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office. [Cases falling within this category should be thoroughly reviewed and analyzed from an investigative viewpoint at least once every two years on a continuing basis. As a minimum this review should include verification of residence and employment and contact with logical sources and informants. Be alert to selecting logical subjects for interview as means of developing potential sources, informants, and witnesses. Also be alert for recommending individuals for inclusion in section A of the reserve index or the security index if warranted. Form FD-154 can be adapted for use in cases in this category.]

II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

NW 88321 DocId:32989529 Page 631

(4) Content
(a) Each card in section A and section B should contain, as a minimum, the following:
I. Name and aliases
II. Race
III. Sex
IV. Organizational affiliation or nationalistic tendency
V. Citizenship
VI. Residence
VII. Employment
VIII. Birth data
IX. Office file number
X. The letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section 83K, item 2, volume III, of this manual
(b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.

(5) Removal and deletion of cards
(a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
(b) Advise the Bureau of the destruction only in the case of section A cards.

b. Security index
(1) Purpose
(a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
(b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
(c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
(d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

NW 88321 DocId:32989529 Page 632

manpower to review security index cases.

(e) Names shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.

(f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.

(g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.

(h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.

(i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.

(2) Determination of dangerousness of an individual

(a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness;[however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.]

Among such factors are:

I. Long continued membership in a subversive organization

II. Affiliation with or attendance at training schools, especially leadership schools

III. Frequent or regular attendance at organizational meetings and functions

IV. Subscriptions to publications of a subversive organization

V. Possession of or continued study of revolutionary literature

VI. Preparation or distribution of subversive propaganda and/or literature

VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty

VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

NW 88321 DocId:32989529 Page 633

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 634

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 635

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 637

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 638

The above is not all-inclusive. Facts developed in each case will produce information which will be indicative of the necessity for conducting further investigation along lines which will necessitate the use of various investigative techniques to develop the case fully. The successful investigation of an individual will depend upon the resourcefulness of the investigating Agents in developing techniques which will further establish the subversive activity of a subject.

Discretion must be used in those instances in which contact with persons known to the subject is believed desirable. Where such contact is contemplated, the Agent should assure himself of the character, loyalty, and reliability of the person to be contacted concerning the subject by reviewing the office indices and in some instances conducting preliminary inquiry, possibly under pretext, with others to ascertain the character, reliability, and loyalty of the person of whom inquiry concerning the subject is intended.

In conducting security investigations the necessity of obtaining admissible evidence must be continually borne in mind. However, sources furnishing information of a confidential nature are valuable and should be continued and enlarged for the purpose of obtaining information which can be corroborated by other sources which can be disclosed, thus rendering the information admissible as evidence.

The danger of relying upon evidence from only one confidential informant or other source is obvious and every effort should be made to obtain evidence from various types of sources and through various investigative techniques.

Information obtained from one source should be corroborated by contacts with confidential informants, public and private sources, through physical and photographic surveillances, review of office files, and other sources. Adequate coordination of information received from confidential sources with active investigation should be maintained at all times. For example, when it is ascertained through one of these sources that an important meeting is to occur, the nature of the meeting should be confirmed if possible by independent sources which can furnish evidence of an admissible character. The meeting should be covered by arrangement for attendance by confidential informants to obtain admissible evidence of the proceedings. The meetings should be placed under physical surveillance, licenses of automobiles parked near the meeting place noted, and attendants identified. If possible and advisable, photographic surveillances should be established. Other types of information received from confidential sources should receive similar attention in order that verification may be made and admissible evidence developed.

(6) Preservation of evidence

(a) Identify, preserve, and maintain continuity of evidence obtained with a view to its possible admission in Federal proceedings. Identify specifically as to source and date.

NW 88321 DocId:32989529 Page 639

[(b) Satisfactory notes or[statements]from informants necessary from which to refresh their recollection in the event they are called upon to testify at some future date. Such
[notes[and statements]must be in sufficient detail to serve this purpose and must contain no material which would make their use inadvisable or inadmissible.
[(c) Informant's original notes or[statements]not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings
(d) The above applies to Agent's notes taken during surveillances or evidence otherwise obtained by Agents.

(7) Interviews with subjects of security investigations
(a) Purpose
I. To determine a subject's sympathies when investigation is inconclusive or to determine whether he continues to adhere to revolutionary doctrines
II. To develop information concerning subject's activities and those of others known to him to have been associated with a subversive movement
III. To develop security informants
(b) Subjects not included in the security index
No security investigation of an individual shall be closed unless the subject is included in the security index or consideration given to interviewing him.
(c) Security index subjects
I. Bureau will not authorize cancellation of a security index card on an individual by reason of inactivity in a subversive movement until he has been interviewed or Bureau advised why an interview is inadvisable or impossible.
II. Active subversives should be considered as potential informants. Consider interviews with selected individuals currently active in subversive organizations for development of additional active informants. Proper selection of individuals for interview is most important. They must possess necessary attributes for security informant work.
(d) Without Bureau authority the SAC may:
I. Authorize interviews with individuals who have not been subjects of security investigations and the available subversive information against them is not sufficient to warrant opening cases at this time
II. Grant authority to interview subjects of security cases where the persons have previously been interviewed with prior Bureau authority, provided no change has taken place in the subjects' status and the interviews are conducted under the same conditions as previously authorized
III. Authorize interviews of all persons who were the subjects of security investigations where the cases are now closed (This will include persons who were previously on the security index but whose names have been removed and the cases now closed.)
IV. In authorizing these interviews no communication to the Bureau will be necessary and if there is a closed file, it should be reopened. If there is no closed file, a new case file of 134 category should be opened. The case should be assigned to an Agent to determine the residence of the subject, to make certain that the subject is identical with the information in the files,
[and[to determine]his current employment.
(A) The Agent to whom the case is assigned will prepare a memorandum for the SAC setting forth the information and requesting authority to conduct an interview with the subject solely for the purpose of determining his attitude toward cooperating with the FBI.

NW 88321 DocId:32989529 Page 640

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 641

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 642

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 643

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 644

D. SECURITY INVESTIGATIONS OF INDIVIDUALS

1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

a. Communist Party, USA
b. Socialist Workers Party
c. [Progressive Labor Movement]
d. Proletarian Party of America
e. Nationalist Party of Puerto Rico
f. Johnson-Forest Group
g. American Socialist Clubs
h. See also 87C 1d.

2. Responsibility of the Bureau

a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

b. Determination of violations of Federal statutes

To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.

(1) Direct investigation towards obtaining admissible evidence to establish the violation.

(2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.

(3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).

(4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.

NW 88321 DocId:32989529 Page 645

(5) Title 5, USC, §§ 118p, 118q, and 118r (Public Law 330, 84th Congress, approved 9-9-55), prohibits Government employment of persons who are disloyal or who assert the right to strike against the Government. The law provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, § 93, so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section[69H]of this manual entitled "Security of Government Employees - Fraud Against the Government" for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.

(6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, however, remain alert for information the form is later presented to Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

(c) Physical surveillances

I. Intelligence information and admissible evidence obtained through the use of physical surveillances in these investigations are of extreme value. Physical surveillances should be used whenever, in the opinion of the SAC, information of sufficient value might be obtained to justify their use in light of the existing circumstances and available manpower.

II. When information is received through other sources indicating that unit or mass meetings of subversive organizations are to take place, or clandestine meetings of certain individuals in a subversive movement are to be held with other unidentified individuals, physical surveillances should be used when practical to corroborate such information and further develop details concerning such meetings; that is, details of action taken at the meetings, identification of individuals in attendance, and extent of participation of the various individuals present.

III. Proper and well-coordinated physical surveillances of various individuals in leadership or underground capacities of a subversive movement will develop a chain of activity within the movement, which not only establishes the importance and position of those individuals directly involved but will also serve to identify others who may not yet be identified with the movement.

IV. The success of physical surveillances depends upon the resourcefulness and ingenuity of the Agents assigned to them. The Agents must at all times exercise sound judgment and discretion in the performance of such duties to avoid embarrassment to the Bureau. They must be alert at all times not only to observe the specific activity of the subject but to observe countersurveillances which may be used to identify the Agents and thereafter embarrass the Bureau.

(d) Photographic surveillances

I. Photographic evidence which establishes meetings between individuals involved in these investigations and which establishes that subjects enter or leave certain buildings, etc., at the time it is known that meetings of subversive organizations are taking place therein is invaluable in establishing a complete chain of evidence. Photographs of such activities add convincing, admissible, physical evidence in establishing the subversive activities of individuals.

II. Photographic surveillances must be properly correlated with other investigative techniques to assure that maximum of evidence is being obtained. They must be well planned and conducted in a discreet manner. Care should be taken to conceal properly the equipment used to avoid detection of the surveillances not only by the subject but also by any other individuals in the proximity of the surveillance.

NW 88321 DocId:32989529 Page 647

(e) Public sources
Full use must be made of all sources of information which are public in nature. Obtain background and lineage data from public birth records at local bureaus of vital statistics, credit agencies, city, county, and state recorders' offices, public utility records, school records, etc., whenever contact with such sources can be expected to produce information of value. Publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities should be obtained and indexed as reference material to assist in obtaining complete coverage of a subversive movement and the individuals connected therewith.

(f) Records of private firms
Where pertinent information is indicated to be available in the records of private business firms, such as past or present employers, insurance companies, merchants with whom an individual may have conducted business, etc., contact should be had with such firms provided that contact will not jeopardize the investigation by enabling the subject to become unduly cognizant of our investigative interest in him.

[(g) [Deleted]

[(h) [Deleted]

(i) Channelizing information to case files

I. When information is received as a result of subversive activities concerning various individuals [showing] their membership or activities in subversive groups and organizations, such information should be channelized to the main case files of the individuals involved. A mimeographed form (FD-306) may be used provided it is limited to reporting attendance at meetings.

[II. When information received from live informants, physical surveillances, and photographic surveillances is channelized to the individual case files, the channelizing memoranda or other documents being placed in the individual files must be documented.

NW 88321 DocId:32989529 Page 648

II.	Race	
	White and Caucasian	W
	Negro	N
	Chinese	C
	Others	O
	(All others including Orientals (except Chinese), American Indians, etc.)	
III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	Communist Party, USA	COM
	[Progressive Labor Movement	PLM]
	Socialist Workers Party	SWP
	Johnson-Forest Group	JFG
	American Socialist Clubs	ASC
	Nationalist groups advocating independence for Puerto Rico	PRN
	Proletarian Party of America	PPA
	Nation of Islam	NOI
	Bulgarian	BUL
	Cuban	CUB
	Czechoslavakian	CZE
	Hungarian	HUN
	Rumanian	RUM
	Russian	RUS
	Yugoslavian	YUG
VI.	Dangerousness classification (where applicable)	
	Detcom	DC
VII.	Key figure and top functionary designation (where applicable)	
	Key figure	KF
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the Department of Defense Key Facilities List (where applicable)	
XII.	Residence address	
XIII.	Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.	
XIV.	Field office file number	

NW 88321 DocId:32989529 Page 649

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description
(B) Notation that security index flash notice has been submitted for posting in Identification Division
(C) Photograph, with date taken placed below
(D) Dangerous characteristics of subject, including notation if subject possesses firearms
(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

(a) The data recorded on security index cards shall be in an up-to-date status at all times.

(b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects must be checked at least once each six months, [except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every thirty days.] The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised [on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment.] Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

(c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.

(d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be re-evaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.

(e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. [FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.]

NW 88321 DocId:32989529 Page 651

(f) The project of verifying addresses of security index subjects (other than top functionaries and key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary and key figure cases are to be handled as provided in section 87D 7f (8). Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.

(8) Changes, additions, and deletions of data appearing on security index cards

(a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.

(b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.

(c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.

(d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.

(e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

(f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:

I. Check accuracy of data on cards.

II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.

III. File third card in alphabetical section of security index.

IV. Destroy old cards.

(9) Movement of subjects between offices and transfers of security index cards

(a) Subjects of security index cards other than key figures and top functionaries

I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.

II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.

III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title.

IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

NW 88321 DocId:32989529 Page 652

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7e (2), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation Agency
Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way; individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.

(9) Security index - dissemination of information to Secret Service
Letterhead memoranda are to be disseminated to Secret Service in all security index cases. These letterhead memoranda should contain background data on the individuals involved, residence, employment, and a description. They should contain any information indicative of emotional instability or any factors indicative of a propensity for violence, as well as any information indicating that the subject is in possession of firearms. The above should be followed by a succinct statement concerning the subject's affiliation with or participation in a subversive movement. They are not to contain any reference to the security index program.

Dissemination of these letterhead memoranda to Secret Service will be made both at the Bureau and in the field following review at the Bureau. Submit in quadruplicate under the individual caption. Instructions regarding dissemination in the field will be issued after Bureau review.

After initial submission of letterhead memoranda in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

[When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on the security index, in addition to dissemination to Secret Service, also advise the Immigration and Naturalization Service (INS) locally, and furnish four copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Bear in mind in filling out the reference that some

NW 88321 DocId:32989529 Page 653

[memoranda have been expressly prepared for dissemination to Secret Service only and have not been furnished to the Department or INS; therefore, the copy furnished INS locally and two of the copies furnished the Bureau should reference the last communication to INS.]

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 83K, volume III, of this manual.

Copies of letterhead memoranda prepared in security index cases should be retained in the individual case files only.

Upon transfer of office of origin in one of these cases, the [old]office of origin is to furnish Secret Service locally with [the subject's new residence and business address]and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally. [The new office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to the subject's status.]

(10) Dissemination at the Bureau
There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces
The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

NW 88321 DocId:32989529 Page 654

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

[Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a [letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

NW 88321 DocId:32989529 Page 655

4. Annual Communist Party, USA, organizational and membership survey
Each office is instructed to initiate by February 1 of each year a detailed and analytical survey of the organization and membership of the Communist Party in its territory, results to be forwarded to the Bureau by April 1. Set forth in detail the complete organizational structure of each Communist Party district or state organization including district and county committees, together with the identities of officers from the club through the district level. Identify each Communist Party club and section in the district, together with the identities of individual club members and most recent date each member was so identified. Where identification of an individual is tentative, this fact should be indicated by placing the word "tentative" after the individual's name. Note the informant coverage in each club, as well as on district and county committees, by setting forth the symbol numbers of the informants. In those instances in which no informant coverage exists in a particular club or on a district or county committee, this fact should be noted. In addition, summarize the over-all findings by setting forth the estimated Communist Party membership in the field office territory, together with the number of members who have been positively and tentatively identified as such within the immediately preceding 12-month period. Charts and maps should be used in setting forth the geographic distribution of the Communist Party whenever feasible. Offices which are auxiliary offices in investigation of a Communist Party district should furnish the required information to the office of origin for inclusion in its survey by March 15 of each year.

Following the organizational breakdown, each office should critically appraise its knowledge of the Communist Party organization within its division and set forth its comments and recommendations concerning investigative activity to be undertaken to eliminate any weaknesses detected. In those instances in which the disclosed weakness is that of lack of adequate informant coverage, advise in detail of the number of Bureau-approved potential security informants being developed in the particular area, as well as concrete plans to obtain additional informant coverage in the future.

[5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York.

a. Quarterly reports (to reach the Bureau by February 1, May 1, August 1, and November 1) should be submitted by each field office for the purpose of reporting, in a centralized manner, all available information bearing upon the communist influence in racial matters. Included should be information developed under the title of a variety of matters, such as CPUSA, Negro question, communist influence in racial matters; communist infiltration of various organizations, such as the Congress of Racial Equality, Student Non-Violent Coordinating Committee, and the like; investigations of subversive individuals active in the racial movement; investigations of communist fronts and other miscellaneous organizations; and racial disturbances and other racial matters investigated under the racial matter character. Information should be included in these quarterly reports, notwithstanding the fact that it will duplicate reporting in the other substantive matters referred to above. These reports shall be designed to precisely spell out the full extent of the communist influence in racial matters. They should separate words and intentions from actions; mere participation from direct influence; and the bona fide communist from the mere "do-gooder." They should not include information concerning legitimate efforts in the racial movement where there is no communist taint.

NW 88321 DocId:32989529 Page 656

(10) Political activities (Bureau file 100-3-72)
(a) Political activities in which party is engaged, including names and identities of party member candidates or party-sponsored candidates for public office
(b) Details relating to party sponsorship of third party movements

(11) Legislative activities (Bureau file 100-3-70)
(a) Activities of the Communist Party and/or its members in connection with legislation or proposed legislation which affects status of the party or activities of the party and its members
(b) Activities of the Communist Party and/or its members in connection with legislation which does not directly affect the party or its members but which party deems expedient to promote so it may appear to be closely aligned or in favor of a worthy cause

(12) Domestic administration issues (Bureau file 100-3-83)
(a) Communist Party activities with relation to domestic administration issues, such as antilynching laws, poll tax, etc. Only the over-all policy of the party in these matters should be included in quarterly reports.

(13) [Deleted]

(14) Youth matters (Bureau file 100-3-76)
Over-all policy and activities of the Communist Party youth commissions relative to infiltration of youth groups and exploitation of youth. Youth front activities should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.

(15) Women's matters (Bureau file 100-3-78)
Pertinent Communist Party over-all policy and activities of the women's commission relating to the infiltration of women's groups, exploitation of women

(16) Farmer's matters (Bureau file 100-3-79)
Pertinent Communist Party over-all policy and activities of the farm commission relative to the infiltration of farmer groups, exploitation of farmers, etc.

(17) Cultural activities (Bureau file 100-3-90)
The cultural commissions are, for the most part, composed of secret members of the party. These commissions propagate the cultural activities of the Communist Party which are displayed primarily through communist front organizations, as well as the carrying out of the Communist Party line in the fields of radio, publishing, education, science, and

NW 88321 DocId:32989529 Page 657

arts. Individual members of the cultural sections have close ties in many instances with suspected international communist representatives. The following of this phase of the Communist Party movement is most important to develop the full and complete picture of Communist Party activities.

[(18) Veteran's matters (Bureau file 100-3-73)
Communist Party policy and activities of a significant character directed toward the exploiting of veterans and their problems

[(19) National group commissions (Bureau file 100-3-91)
(a) Activity on the part of various Communist Party national group commissions, including identities of leaders and members of the commissions
(b) Special Communist Party policies relating to infiltration of minority groups

[(20) Religion (Bureau file 100-3-82)
(a) Communist Party policy relating to its approach to religion or to penetration of established religious groups
(b) Any particular vehement statements made against religious bodies by ranking communists

[(21) Pamphlets and publications (Bureau file 100-3-86)
(a) Changes in the field division with respect to establishment of new bookstores, increased distribution of party literature, publication of Communist Party literature and pamphlets, and other pertinent information relating to preparation and dissemination of Communist Party literature
(b) Forward to Bureau by letter any important Communist Party publications published within a field division. Mention the publication in quarterly report, but do not describe in detail in the report.

[(22) Education (Bureau file 100-3-71)
(a) Statements or class material which advocates overthrow of the U. S. Government by force and violence
(b) Pertinent evidence and information relating to educational programs of the party. The following are deemed of utmost importance:
I. Instructions from national and/or district headquarters relative to the education of both new and experienced members
II. Courses or curricula given, together with any educational outlines and assigned or suggested reading. (There should be no long quotations in reports and any exhibits or enclosures should be forwarded to Bureau by separate letter.)
III. Important statements and remarks by instructors who should in turn be sufficiently identified so as to establish their status as duly designated or qualified party instructors
IV. Succinct digest of notes or memoranda of informants who attend the classes or schools. (Copies of the actual notes or memoranda should be submitted promptly by separate letter.)
V. Identities, if available, of members receiving instructions. Concentrate on having confidential informants

NW 88321 DocId:32989529 Page 658

b. Information should be reported according to the following outline. All main headings denoted by Roman numerals must be accounted for. If there is no information to report under a particular main heading, the heading should appear, followed by a statement "No information developed."

I. COMMUNIST STRATEGY

(A) COMMUNIST PARTY, USA

(1) Plans, strategy, party line, and the like made at national meetings, including expressions by national and other functionaries

(2) Plans, etc., made at district and lower level meetings, including expressions by local leaders and rank-and-file members

(3) Plans, etc., as revealed in party publications and other propaganda media, such as written directives, press releases, and the like

Information under item 3 should be reported by the office covering the origin of the publications, such as the New York Office for "The Worker," "Political Affairs," and directives from party headquarters; San Francisco Office for "People's World"; etc. Party expressions, oral or written, when directly related to a specific event covered under II, should be included under II.

(B) OTHER COMMUNIST GROUPS (Such as Socialist Workers Party, Progressive Labor, Workers World Party, and the like)

Under (B), report information under separate numbered subheadings for each organization. Report here information generally along the same lines as for (A) above.

II. COMMUNIST TACTICS

In this part report information on communist direction and influence of and participation in racial demonstrations, disturbances, drives, boycotts, and any other similar activities with racial overtones. This part will illustrate how communist activities attempt to exploit racial situations and expand communist influence, thus furthering communist objectives. List activities in chronological order with lettered subheadings, such as:

(A) DEMONSTRATION, CLEVELAND, OHIO, 1-10-63

(B) STORE BOYCOTT, YOUNGSTOWN, OHIO, 3-6-63

Under each subheading include such information as nature of event; sponsoring and participating groups; total participants; number and identities of subversives involved; specifics as to whether subversives directed, controlled, instigated, or merely participated; whether violence resulted and, if so, whether subversives involved; arrests of subversives and court disposition; and any other information believed pertinent to the over-all picture of communist influence. Efforts by supporting groups to avoid communist involvement should also be reported. If a particular event had no communist involvement, it should, of course, not be included in the report.

NW 88321 DocId:32989529 Page 659

[III. COMMUNIST PENETRATION AND INFLUENCE IN RACIAL AND OTHER ORGANIZATIONS

Field offices should set out information concerning only the local branches of the organizations which are in its territory. The office covering the national headquarters of an organization should set out pertinent data as to the national headquarters, as well as any local affiliates in its territory, separating the national from the locals. The number of members, nationally and by locals, should be indicated. Include under each organization information as to officers and others in positions of influence who have present or past subversive connections; information as to other subversives who are merely members; specific evidence of influence wielded by subversives; policy concerning communist participation in the organization's activities, such as prohibition of communists holding office or membership (if no such stated policy, so indicate); and use and distribution of communist propaganda.

IV. MISCELLANEOUS

If at all possible, information to be included should be set out under the basic main headings I, II, or III. However, should there be some pertinent information to report which does not lend itself to the first three parts, it will be permissible to include it in part IV - MISCELLANEOUS.

c. The term "communist" should be interpreted in its broad sense as including persons not only adhering to the principles of the CPUSA itself, but also to such splinter and offshoot groups as the Socialist Workers Party, Progressive Labor, and the like.

d. Any office which has no information to report should so advise the Bureau by letter in lieu of a report. If any positive information, however limited, is available, it must be submitted by report. The same appropriate local dissemination to other agencies should be made as is made for the quarterly reports concerning the CPUSA. Except as otherwise indicated above, the regular report writing rules for security reports shall be applicable.]

NW 88321 DocId:32989529 Page 660

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
(A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
(B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
(C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B
I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office.
II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

(4) Content
(a) Each card in section A and section B should contain, as a minimum, the following:
I. Name and aliases
II. Race
III. Sex
IV. Organizational affiliation or nationalistic tendency
V. Citizenship
VI. Residence
VII. Employment
VIII. Birth data
IX. Office file number
[X. The letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section 83K, item 2, volume III, of this manual]
(b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.

(5) Removal and deletion of cards
(a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
(b) Advise the Bureau of the destruction only in the case of section A cards.

b. Security index
(1) Purpose
(a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
(b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
(c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
(d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

NW 88321 DocId:32989529 Page 661

manpower to review security index cases.

(e) Names shall be included in the security index only when investigation has established and reports [show] sufficient facts and evidence to justify the inclusion of each subject in the security index.

(f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.

(g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.

(h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.

(i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.

(2) Determination of dangerousness of an individual

(a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness; [however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.]

Among such factors are:

I. Long continued membership in a subversive organization

II. Affiliation with or attendance at training schools, especially leadership schools

III. Frequent or regular attendance at organizational meetings and functions

IV. Subscriptions to publications of a subversive organization

V. Possession of or continued study of revolutionary literature

VI. Preparation or distribution of subversive propaganda and/or literature

VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty

VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

NW 88321 DocId:32989529 Page 662

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7c (2), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation Agency
Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way; individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.

(9) Security index - dissemination of information to Secret Service
Letterhead memoranda are to be disseminated to Secret Service in all security index cases. These letterhead memoranda should contain background data on the individuals involved, residence, employment, and a description. They should contain any information indicative of emotional instability or any factors indicative of a propensity for violence, as well as any information indicating that the subject is in possession of firearms. The above should be followed by a succinct statement concerning the subject's affiliation with or participation in a subversive movement. They are not to contain any reference to the security index program.

Dissemination of these letterhead memoranda to Secret Service will be made both at the Bureau and in the field following review at the Bureau. Submit in quadruplicate under the individual caption. Instructions regarding dissemination in the field will be issued after Bureau review.

After initial submission of letterhead memoranda in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. [Form FD-366 may be used for this purpose.] The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 83K, volume III, of this manual.

Copies of letterhead memoranda prepared in security index cases should be retained in the individual case files only.

Upon transfer of office of origin in one of these cases, the new office of origin is to furnish Secret Service locally with pertinent data concerning the subject and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally.

NW 88321 DocId:32989529 Page 663

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 664

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 665

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index

In recommending key facility employee for inclusion in security index, FD-122 is to contain:

(a) Key facility geographical reference number
(b) Abbreviation for agency having security responsibility
[(c) Abbreviations for[other]agencies[known to have classified
[contracts with the key facility.] Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
(d) Abbreviation AEC immediately following abbreviation for agency having security responsibility when abbreviation of responsible agency on key facilities list is followed by asterisk, which denotes Atomic Energy Commission is involved in security responsibility. This data will appear on security index cards returned from the Bureau.

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) Dissemination

Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

[Disseminate copies of each report to the local representative
[[of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

NW 88321 DocId:32989529 Page 666

[classified contracts with the key facility.] Copies of reports for the Marine Corps should be disseminated locally to ONI.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases
After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General
Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition
A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

I. National, district, and state officers and the principal officers of the local clubs of the Communist Party

II. The principal organizers of the Communist Party

III. Those communists who are executive officers or outstanding figures in established communist front or communist-controlled organizations, foreign language groups, and Negro organizations infiltrated by communists

IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

NW 88321 DocId:32989529 Page 667

(10) Dissemination at the Bureau
There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c[(3)]of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces
The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning member of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a[letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 670

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 671

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 672

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 677

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as[shown]in sections 69,[volume III,] and 87D 7e (2),[of this manual.]

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, [volume III,]of this manual.

(7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services
Dissemination should be made locally to the intelligence service of the military branch involved.

(8) Airmen issued certificates by Federal Aviation Agency
Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way; individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.

(9) [Security index - dissemination of information to Secret Service
Letterhead memoranda are to be disseminated to Secret Service in all security index cases. These letterhead memoranda should contain background data on the individuals involved, residence, employment, and a description. They should contain any information indicative of emotional instability or any factors indicative of a propensity for violence, as well as any information indicating that the subject is in possession of firearms. The above should be followed by a succinct statement concerning the subject's affiliation with or participation in a subversive movement. They are not to contain any reference to the security index program.

Dissemination of these letterhead memoranda to Secret Service will be made both at the Bureau and in the field following review at the Bureau. Submit in quadruplicate under the individual caption. Instructions regarding dissemination in the field will be issued after Bureau review.

After initial submission of letterhead memoranda in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 83K, volume III, of this manual.

Copies of letterhead memoranda prepared in security index cases should be retained in the individual case files only.

Upon transfer of office of origin in one of these cases, the new office of origin is to furnish Secret Service locally with pertinent data concerning the subject and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally.]

NW 88321 DocId:32989529 Page 678

[[(10)] Dissemination at the Bureau
There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c (4) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces
The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

NW 88321 DocId:32989529 Page 679

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a [letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

(j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

(k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a; and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

NW 88321 DocId:32989529 Page 681

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

(A) That subject is included in the security index

[(B) That data appearing on security index card is current

(C) That FD-122 has been submitted to Bureau where security index card changes are necessary

(D) That a suitable photograph is or is not available

[(E) That subject is employed in a key facility[and
[agency charged with security responsibility is
[specified]and that agencies interested in that facility are specified

(F) Reason for classifying report

(G) Dates subject was previously interviewed and reason for not reinterviewing subject

(H) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card

(I) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria

[(J) That subject's security index card is or is not tabbed detcom and[reasons why]subject's activities warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

selecting key figures in the labor field, give consideration to the critical nature of the industry or trade involved and the fact that certain industries, such as transportation and communication, are particularly vulnerable to Communist infiltration and sudden disruptive action.

V. Editors, publishers and business managers of generally recognized Communist publications or Communist publishing houses and operators of the important Communist bookstores

VI. Prominent figures in the Communist-owned and -controlled educational institutions, generally referred to as workers schools

VII. Attorneys and bondsmen who are active in the Communist movement and are known to furnish important assistance to the Communist movement

VIII. Espionage or nationalistic tendency subjects whose activities are connected to a significant degree with the program of the Communist Party, provided they have no recognized diplomatic status. Investigation and preparation, submission and dissemination of reports governed by instructions issued in individual cases in this category and the general rules governing key figures as subsequently set forth in this section are not applicable to these subjects.

The above list is not all-inclusive. There may be individuals who, because of their profession, position in public life, Government employment or other associations, may not see fit to serve outwardly in behalf of the Communist Party or its related groups but who, because of their established Communist sympathies and their contributions to the Communist movement, might well conform to the general key figure definition set out above. Membership in the Communist Party or other basic revolutionary organizations is not a prerequisite to being a key figure and the designation may apply to both citizens and aliens.

(b) Regulations governing the handling of the key figure program

I. Designation and deletion of key figure status
Designate or remove a subject as a key figure by individual letter to the Bureau carrying the subject in the caption and containing a brief statement as to the reason for designation or deletion.

Where office of origin for key figures is transferred, deletions in the old office of origin and additions in the new office are handled in accordance with 87D 7b (9) (b) above.

II. Photographs
Photographs must be obtained for each key figure. Whenever possible, the photographs should be obtained from public records, law enforcement agencies, state or Federal Government agencies and similar sources. Where more direct means employed, use extreme care to avoid prejudicing the investigation. Send one copy of photograph of each key figure to the Bureau, either by cover letter or as enclosure to a report. Maintain a copy of each photograph in the subject's individual case file in the field. If album of key figure photographs maintained, be sure duplicates are also filed in each individual subject's file.

III. Handwriting specimens
Suitable handwriting specimens of each key figure must be obtained. Whenever possible, obtain handwriting specimens from public records, law enforcement agencies,

NW 88321 DocId:32989529 Page 683

and similar sources. Again, if more direct means employed, use extreme care. Send specimens to the Bureau under a separate cover letter by registered mail for the attention of the FBI Laboratory. Letter should bear caption of individual case.

Handwriting specimens should be sufficiently extensive to permit possible future comparisons by the Laboratory. When specimens submitted may be of value as evidence, letter of transmittal should so state and Bureau should be requested to return specimens after copies have been made.

IV. Security index cards
Request preparation by FD-122 at the earliest possible moment. Same rules apply to preparation and maintenance as apply to other security index cards. All security index cards for key figures shall be tabbed for detcom under the priority apprehension program.

V. Change of office of origin
FD-128 changing office of origin on a key figure automatically deletes him as key figure in old office and adds him as a key figure in new office. For further instructions concerning the change of office of origin in these cases, see 87D 7b (9) (b).

VI. Reports

(A) Character - Internal Security - (followed by appropriate letter designating the organizational affiliation or nationalistic tendency)

(B) Submit reports every six months [showing] the subject's activities since last report. The key figure designations should be continuously evaluated so that their status will not be continued unless justified. These cases may be placed in a pending-inactive status as soon as the following conditions exist:

i. Reports have been submitted [showing] complete investigation definitely establishing by information of evidentiary nature subject's communist connections and activities and his importance in the communist movement plus essential background information.

ii. When no further action necessary other than maintaining contact with informants, keeping informed of subject's whereabouts, and generally following his activities. It is imperative that established sources of information be continued and still further informant coverage effected.

iii. Do not advise the Bureau by letter that case placed in pending-inactive status. Place cases on six-month ticklers to insure prompt submission of reports at six-month intervals.

iv. Cases involving key figures and top functionaries should be maintained in a pending status until such time as suitable photographs of subjects are obtained unless, of course, circumstances dictate to the contrary, in which case the Bureau should be so advised. The fact that handwriting specimens of key figures and top functionaries have not been secured should not prevent placing these cases in a pending-inactive status when all reasonable efforts have been made to secure them.

(C) Key figure cases may be closed and the designations deleted when subject enters the armed forces or other circumstances arise warranting such action. Additional information received shall be channelized to the closed file.

NW 88321 DocId:32989529 Page 684

[IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
(A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
(B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
(C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B
I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office.
II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

(4) Content
(a) Each card in section A and section B should contain, as a minimum, the following:
I. Name and aliases
II. Race
III. Sex
IV. Organizational affiliation or nationalistic tendency
V. Citizenship
VI. Residence
VII. Employment
VIII. Birth data
IX. Office file number

(b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.

(5) Removal and deletion of cards
(a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
(b) Advise the Bureau of the destruction only in the case of section A cards.]

b. Security index
(1) Purpose
(a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
(b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
(c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
(d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

NW 88321 DocId:32989529 Page 685

manpower to review security index cases.

(e) Names shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.

(f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.

(g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.

(h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.

(i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.

(2) Determination of dangerousness of an individual

(a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness;[however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.]

Among such factors are:

I. Long continued membership in a subversive organization
II. Affiliation with or attendance at training schools, especially leadership schools
III. Frequent or regular attendance at organizational meetings and functions
IV. Subscriptions to publications of a subversive organization
V. Possession of or continued study of revolutionary literature
VI. Preparation or distribution of subversive propaganda and/or literature
VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

NW 88321 DocId:32989529 Page 686

IX. Contributions to or collections of funds for the organization
X. Recruitment of new members
XI. Revolutionary background
XII. Participation in picket lines in which the subversive organization is interested or which it has fostered, or in demonstrations, riots, mass meetings, or pressure group activity fostered by the organization
XIII. Violation of penal laws arising out of activities as a subversive
XIV. Active service in armed forces supported by a subversive movement, such as service in the Loyalist Forces during the Spanish Civil War which were supported by communism
XV. Constant support of the Soviet Union in acts and utterances
XVI. Acting as a courier for the subversive movement or as a confidential mail drop therefor
XVII. Constant participation in the activities of a subversive organization or advancement of the organization's aims or interests, especially when such participation involves financial sacrifices or personal inconvenience or disadvantage
[XVIII. Contacts with Sino-Soviet-bloc establishments (including Cuba) where purpose of contact cannot be determined or contact indicates communist sympathies
XIX. Contacts with Sino-Soviet-bloc, Cuban, or Yugoslav intelligence agents where purpose of contact cannot be determined or contact indicates communist sympathies
XX. Individuals who have defected, revoked, or sought revocation of their U. S. citizenship in favor of a Sino-Soviet-bloc country, who have returned to the U. S., and who have taken no positive steps to counteract such action
XXI. Statements or activities on a subject's part establishing reasonable grounds to believe that his loyalty would lie with a Sino-Soviet-bloc country in the event of armed conflict between the U. S. and a Sino-Soviet-bloc country
XXII. Training and/or participation in espionage, sabotage, or intelligence activities
XXIII. A history of emotional instability or irrational behavior on the part of an individual with a subversive background whose prior acts depict a propensity for violence and hatred against organized government

(b) The security index criteria which governs whether an individual's name is to be added to the security index and/or retained thereon are set forth below. The above factors, while not all-inclusive, must be taken into consideration in each individual security case in arriving at a determination as to whether the subject thereof falls within the security index criteria and thus should be included in the security index.]

(c) An individual shall not be deemed dangerous merely because one or more of the above factors are applicable in his case.

NW 88321 DocId:32989529 Page 687

(3) Criteria for placing and retaining names in the security index

(a) The addition to and retention of names in the security index shall be governed by the following criteria:

I. No name shall be added to or retained in the security index unless one or more of the following situations have been established through investigation:

(A) Subject has had membership or participation in the activities of a basic revolutionary organization within the last 5 years as shown by overt acts or statements established through reliable sources, informants, or individuals.

(B) Subject has had membership or participation in the affairs of one or more front organizations, which adhere to the policies and doctrines of a revolutionary group, in a leadership capacity or by active substantial participation in the furtherance of the aims or purposes of the front organizations within the last 3 years as shown by overt acts or statements established through reliable sources, informants, or individuals.

(C) Investigation has developed information that an individual, though not a member or a participant in the activities of a subversive organization, has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to endanger the public safety as shown by overt acts or statements within the last 3 years established through reliable sources, informants, or individuals.

(D) Although investigation has failed to establish overt acts or statements on the part of a subject within the time limits set out above, facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts inimical to the national defense and public safety of the U. S. in time of emergency.

NW 88321 DocId:32989529 Page 688

II. Activity in support of Cuban regime

Careful consideration should be given to recommending for inclusion in the security index those individuals who in the light of the clear identification of the Cuban Government as procommunist, pro-Soviet bloc, and anti-U. S., would be deemed dangerous or potentially dangerous to the internal security of the U. S. in the event of an emergency involving Cuba and the U. S. In connection therewith, there should be a substantial showing of data within the following standards:

(A) An individual has served as a leader or officer or has substantially participated in the activities of a pro-Castro organization and has engaged in activities which have included either the preparation or distribution of pro-Cuban or anti-U. S. propaganda; the active collection of funds for any agency or representative of the Cuban Government or for a pro-Castro group, which funds are not intended for the relief of human suffering or other charitable purposes; active participation in acts of violence against anti-Castro individuals or groups or against the U. S.; or the active collection of intelligence data regarding the national defense of the U. S. or which would serve the purposes of the Cuban Government as opposed to the interests of the U. S., where there are reasonable grounds to believe that such data is to be or has been conveyed to any agency or representative of the Cuban Government.

(B) An individual, whether he has participated in organizational activity or not, has engaged in one or more activities specified in (A) above and it has been clearly established, by overt acts or statements or other evidence, that there are reasonable grounds to believe the loyalty of the individual would lie with the Cuban Government in the event of armed conflict between the Cuban Government and the U. S.

(C) Aliens of Cuban nationality and aliens holding Cuban citizenship should be considered for the security index when it is determined that one of these (1) is likely to foster, encourage, or promote the policies, programs, or objectives of the Cuban Government, or collaborate with the Cuban Government or (2) is likely to engage in or attempt to engage in acts of espionage, sabotage, or other activities inimical or detrimental to the defense or public safety of the U. S. as shown by overt acts or statements established through reliable sources, informants, or individuals. Activities on a subject's part which should be considered in determining whether his name should be added to the security index under the foregoing would include but should not be limited to (1) participation in organizations supporting the Castro regime, (2) participation in picket lines formed in support of the Cuban Government, (3) contacts with Cuban agents operating in this country on behalf of the Cuban Government, or (4) statements or activities on a subject's part establishing reasonable grounds to believe that his loyalty would lie with the Cuban Government in the event of armed conflict between the U. S. and Cuba.

NW 88321 DocId:32989529 Page 689

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.

III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.

IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

(4) Individuals traveling abroad (Also consider section 105G, volume IV, of this manual.)

When information is received indicating that
- a subject of a current or past security investigation,
- a past member of a basic revolutionary organization,
- a member since July, 1950, of an organization designated pursuant to Executive Order 10450,
- a member since July, 1950, of an organization declared subversive by the House Committee on Un-American Activities or other legislative committees, or
- a member since July, 1950, of an organization described by reliable informants or sources as being dominated or controlled by one of the basic revolutionary organizations

intends to travel abroad or has already departed this country for foreign travel, take the following action:

(a) Immediately advise the Bureau [by letterhead memorandum] setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. Include in the letterhead memorandum a full description of the subject, including all aliases, and in the case of Chinese and Korean subjects Chinese telegraphic code [and Korean telegraphic code] numbers, as well as a concise resume of available subversive data regarding the subject. Do not delay in advising the Bureau of the actual or intended travel while developing the details of the travel as time is of the essence in this matter.

(b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

NW 88321 DocId:32989529 Page 690

d. Other Marxist revolutionary groups
A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

e. General
Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

2. Purposes of investigation

a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.

b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:
(1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
(2) Development of confidential informants in all party levels, including the national headquarters organization
(3) The establishment of trash and mail covers on pertinent headquarters and party functionaries
(4) The constant effort to develop admissible evidence against party officials for violation of Federal laws

c. Brief to establish illegal status of Communist Party, USA
(1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74)
(2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. [If there is no information to report, include a statement to that effect in the cover pages of the quarterly report for the same period entitled "Communist Party, USA, Internal Security - C" (no copy needed for Bufile 100-3-74).]
(3) It is advisable to use the following breakdown in preparing reports:
(a) Origin and continuity of the party
(b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
(c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.

NW 88321 DocId:32989529 Page 691

3. Investigative procedures and suggestions
This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings. Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

(1) Organization (Bureau file 100-3-69)

(a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. List address and/or post office box number of party headquarters.

(b) Identify principal district officials and important functionaries, together with titles, and furnish a short resume of important activities of each during three-month period.

(c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.

(d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.

(e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

(2) Membership (Bureau file 100-3-68)

(a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page, [which page(s) must be devoted exclusively to such data.] Office of origin, which is office covering Communist Party district headquarters, should submit following figures:

I. For entire Communist Party district

II. For individual states covered by Communist Party district

III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

I. For state or portion of state covered by that field office

II. For number of Communist Party members in the area covered by that field office

[The total number of Communist Party members in the area covered by field office, either origin or auxiliary, should be broken down as to the total number of Negroes in the over-all numerical strength of the Communist Party, USA, in the

NW 88321 DocId:32989529 Page 692

[field office territory, the name and title of each Negro
[included in this total who maintains a national level
[position, and the name and title of each Negro included in
[this total who maintains a district level position above
[the status of "club chairman." Members of the Communist
[Party, USA, who are now carried as unidentified but who are
[known to be members of the Negro race should be included in
[the total number of Negroes.]

[When possible, totals should be broken down as to nationality, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

(b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members within the twelve-month period immediately preceding the submission of the quarterly report. In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.

(c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.

(d) Results of membership recruiting drives

(e) Make discreet efforts to ascertain results of annual national registration drives.

(3) Funds (Bureau file 100-3-63)

(a) Income and expenditures

(b) Plans and results of fund drives including:

I. Total amount sought by the state Communist Party organization

II. Specific amount to be contributed by the state organization to the national committee fund drive

III. Specific amount to be contributed by the state organization to "The Worker" fund drive

IV. Specific amount to be retained by the state organization after contributing to the national committee and "The Worker" fund drives for use in the state organization's own operations

(c) Large contributions by known party groups or front organizations

(d) Identity of any new party "angels"

(e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.

(f) Any special padding of expense accounts by Communist Party functionaries should be reported.

NW 88321 DocId:32989529 Page 693

(g) Possible violations of state or Federal tax laws
(h) Disbursements and collections of the "Reserve Fund"
(i) Receipt of any money from abroad

(4) Security measures (Bureau file 100-3-84)
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.

(5) Underground operations (Bureau file 100-3-94)
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.

(6) Factionalism (Bureau file 100-3-88)
(a) Submit pertinent information reflecting that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
(b) Unusual disputes or arguments between leading communists in any district should be included in this section.

(7) International relations (Bureau file 100-3-81)
(a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
(b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
(c) Reaction of responsible Communist Party officials to events taking place in foreign countries
(d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy.

(8) United Nations (Bureau file 100-3-80)
(a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
(b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations

(9) Colonial matters (Bureau file 100-3-77)
Communist Party policy relating to colonial or semicolonial areas. While much of the information relating to this section will be submitted under "International Relations," this section covers special policy matters concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people.

NW 88321 DocId:32989529 Page 694

(10) Political activities (Bureau file 100-3-72)
   (a) Political activities in which party is engaged, including names and identities of party member candidates or party-sponsored candidates for public office
   (b) Details relating to party sponsorship of third party movements

(11) Legislative activities (Bureau file 100-3-70)
   (a) Activities of the Communist Party and/or its members in connection with legislation or proposed legislation which affects status of the party or activities of the party and its members
   (b) Activities of the Communist Party and or its members in connection with legislation which does not directly affect the party or its members but which party deems expedient to promote so it may appear to be closely aligned or in favor of a worthy cause

(12) Domestic administration issues (Bureau file 100-3-83)
   (a) Communist Party activities with relation to domestic administration issues, such as antilynching laws, poll tax, etc. Only the over-all policy of the party in these matters should be included in quarterly reports.

(13) Negro question[- communist influence in racial matters](Bureau file[100-3-116)]
Communist Party policy and activities of a significant character directed to exploitation of the Negro and his problems. [Particularly, include communist activities in connection with racial matters.] Activities of Negro front organizations should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.

(14) Youth matters (Bureau file 100-3-76)
Over-all policy and activities of the Communist Party youth commissions relative to infiltration of youth groups and exploitation of youth. Youth front activities should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.

(15) Women's matters (Bureau file 100-3-78)
Pertinent Communist Party over-all policy and activities of the women's commission relating to the infiltration of women's groups, exploitation of women

(16) Farmer's matters (Bureau file 100-3-79)
Pertinent Communist Party over-all policy and activities of the farm commission relative to the infiltration of farmer groups, exploitation of farmers, etc.

(17) Cultural activities (Bureau file 100-3-90)
The cultural commissions are, for the most part, composed of secret members of the party. These commissions propagate the cultural activities of the Communist Party which are displayed primarily through communist front organizations, as well as the carrying out of the Communist Party line in the fields of radio, publishing, education, science, and

NW 88321 DocId:32989529 Page 695

arts. Individual members of the cultural sections have close ties in many instances with suspected international communist representatives. The following of this phase of the Communist Party movement is most important to develop the full and complete picture of Communist Party activities.

(18) Veteran's matters (Bureau file 100-3-73)
Communist Party policy and activities of a significant character directed toward the exploiting of veterans and their problems

(19) National group commissions (Bureau file 100-3-91)
- (a) Activity on the part of various Communist Party national group commissions, including identities of leaders and members of the commissions
- (b) Special Communist Party policies relating to infiltration of minority groups

(20) Religion (Bureau file 100-3-82)
- (a) Communist Party policy relating to its approach to religion or to penetration of established religious groups
- (b) Any particular vehement statements made against religious bodies by ranking communists

(21) Pamphlets and publications (Bureau file 100-3-86)
- (a) Changes in the field division with respect to establishment of new bookstores, increased distribution of party literature, publication of Communist Party literature and pamphlets, and other pertinent information relating to preparation and dissemination of Communist Party literature
- (b) Forward to Bureau by letter any important Communist Party publications published within a field division. Mention the publication in quarterly report, but do not describe in detail in the report.

(22) Education (Bureau file 100-3-71)
- (a) Statements or class material which advocates overthrow of the U. S. Government by force and violence
- (b) Pertinent evidence and information relating to educational programs of the party. The following are deemed of utmost importance:
  - I. Instructions from national and/or district headquarters relative to the education of both new and experienced members
  - II. Courses or curricula given, together with any educational outlines and assigned or suggested reading. (There should be no long quotations in reports and any exhibits or enclosures should be forwarded to Bureau by separate letter.)
  - III. Important statements and remarks by instructors who should in turn be sufficiently identified so as to establish their status as duly designated or qualified party instructors
  - IV. Succinct digest of notes or memoranda of informants who attend the classes or schools. (Copies of the actual notes or memoranda should be submitted promptly by separate letter.)
  - V. Identities, if available, of members receiving instructions. Concentrate on having confidential informants

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

f. [Submission of and general rules concerning security reports]

(1) General

[Submission of summary reports should not be delayed for the purpose of conducting current investigation in previously closed cases, but appropriate leads should be set out.]

NW 88321 DocId:32989529 Page 697

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f (8).

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Origin

The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

(3) Deleted

(4) Classification

(a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology and members of the Nation of Islam

(b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character

(5) Title

Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

(6) Character
(a) Key figures and top functionaries
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:
Internal Security - C
Internal Security - SWP
(b) Others
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:
Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. [In any event, if subject is employed in a [defense facility so designated by the Secretary of Defense pursuant to section [5 of the Internal Security Act of 1950, as amended,] add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted
(8) Status
All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:
(a) Top functionaries
I. Pending inactive
(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(b) Key figures
I. Pending inactive
(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(c) Deleted

NW 88321 DocId:32989529 Page 699

(d) Other security index subjects

I. Closed

(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. [If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed.] The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

(e) Cases of subjects recommended for security index

I. Pending inactive

(A) If all active investigation completed at the time FD-122 forwarded to Bureau

(B) Lead to follow Bureau for security index card should be set forth.

II. Closed

(A) Upon receipt of security index card from Bureau

(B) Thereafter follow by administrative tickler for investigative report as in (d) above.

(f) Subjects not in security index who are not to be included therein

I. Closed

(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(9) Content

(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

I. Background

(A) Birth date

(B) Citizenship status

(C) Education

(D) Marital status

(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)

(F) Identification record

(G) Employment

(H) Residence

(I) Status of health (if known)

II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)

(A) Information concerning admission to revolutionary group including sponsors, etc.

(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 701

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 703

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 704

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 705

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 706

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 707

Communist Party members, review of field office files, pretext interviews, surveillances, Special Agents attending mass meetings, etc.

4. Internal Security Act of 1950

   To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to[show]extent to which

   a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of
   b. Its support, financial or otherwise, is derived from
   c. Its funds, resources, or personnel are used to further or promote objectives of
   d. Positions taken or advanced by it from time to time do not deviate from those of

   Any communist-action organization, communist foreign government, or the world communist movement.

5. Panel sources

   a. Purpose

      To develop potential witnesses who will be willing to obtain and introduce legally admissible evidence re subversive nature of organizations in future prosecutive action.

   b. Program

      (1) Since Special Agent and active security informant testimony is undesirable, field should recruit panel of potential witnesses locally. Some may be found among American Legion contacts, plant informants, former and exposed security informants, etc.
      (2) Panel members should attend public rallies and meetings, as well as obtain literature of organizations they are covering.
      (3) To aid panelists, exhibit photographs of individuals they will most likely encounter at front organization functions.
      (4) Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, the same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants. (See section 107, volume IV, of this manual.)
      (5) Legitimate expenses incurred by panel members should be reimbursed in same manner as security informants.
      (6) Eliminate inactive, ineffective, or unsatisfactory panelists on a continuing basis. At time of submission of semiannual letter, office panel should be reviewed to make certain all such panelists have been removed.
      (7) Identities of panelists should be concealed.

   c. Administrative handling

      (1) Check prospective panelists through office indices, local police department, credit records, and established informants. If no undesirable information is developed, initial contact may be made with panelist to ascertain cooperativeness.
      (2) Submit names of cooperative panelists to Bureau by letter outlining complete background and recommendation as to inclusion in office panel. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When approving the field's recommendation, this single-page copy will be stamped "Approved" by Bureau and will be returned.] Be certain such individuals are not plants and will consider relationship with Bureau in confidence.

(3) Open 134 file when active investigation of prospective panelist is initiated. When preliminary investigation completed and Bureau has approved panelist, close file administratively if panelist is not contacted regularly.

Regular contacts with panelists should be noted in their respective files.

(4) Only Agents designated should handle panelists.

(5) Every four months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, 3b, volume IV, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

[[Gifts should not be given to sources since such actions might
[be misconstrued.]

(6) Summary letter captioned "Panel Source Program" (Bufile 134-1113) to be prepared and submitted to Bureau March 25 and September 25 each year. Use following topical outline:

(a) Status of program
Include progress in panel development. Show total number of new panelists developed and total number of panelists discontinued during six months' period.

(b) Total number panel sources active

(c) Names of organizations covered

(d) Number and identities of panelists redesignated to informant or potential informant status since institution of panel program

d. Suggestion
Designate, where practicable, coordinating Agent to maintain roster of current panel members and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and communist publications; e.g., "The Worker."

6. Classification - 100

7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.

NW 88321 DocId:32989529 Page 709

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 711

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.

III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.

IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

(4) Individuals traveling abroad (Also consider section 105G, volume IV, of this manual.)

When information is received indicating that
- a subject of a current or past security investigation,
- a past member of a basic revolutionary organization,
- a member since July, 1950, of an organization designated pursuant to Executive Order 10450,
- a member since July, 1950, of an organization declared subversive by the House Committee on Un-American Activities or other legislative committees, or
- a member since July, 1950, of an organization described by reliable informants or sources as being dominated or controlled by one of the basic revolutionary organizations

intends to travel abroad or has already departed this country for foreign travel, take the following action:

(a) Immediately advise the Bureau[by letterhead memorandum] setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. [Include in the letterhead memorandum a full description of the subject, including all aliases, and in the case of Chinese and Korean subjects CTC numbers, as well as a concise resume of available subversive data regarding the subject.] Do not delay[in]advising the Bureau of the actual or intended travel while developing[the details of the travel]as time is of the essence in this matter.

(b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

NW 88321 DocId:32989529 Page 712

[(c)] Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such. [If the travel is in areas covered by legal attaches, forward sufficient copies of the letterhead memorandum to enable dissemination of three copies to each of the legal attaches involved. For each legal attache to whom dissemination is to be made, forward one photograph of the subject, if available. In the cover letter accompanying the letterhead memorandum, indicate extent of foreign investigation recommended or whether only stops should be placed with appropriate security services abroad.

(d) Subsequent reports in individual cases should contain the details regarding subject's travel.] In nonsecurity index cases[in which letterhead memoranda are submitted,] all available data regarding subject's subversive activities and affiliations should be carefully evaluated with a view toward determining whether a full security investigation should be conducted and the communication transmitting data regarding a subject's travel should contain a statement as to whether a security investigation is being initiated and, if not, reasons therefor.

(e) When information is received that an individual with a subversive background falling within the categories set out previously herein is forming a tour group for foreign travel or an organization which is considered subversive is sponsoring such a tour, advise appropriate offices under the caption of the tour name or the organization sponsoring the tour of the identities of the individuals participating in the tour and furnish the Bureau a letterhead memorandum suitable for dissemination to the State Department, the Central Intelligence Agency, and appropriate legal attaches, including therein all readily available information pertaining to the tour, such as itinerary, pertinent dates, names of individuals making up the tour with addresses, if available, and a thumbnail sketch of the organization or individual sponsoring the tour.

Letterhead memoranda relating to the tours will be disseminated by the Bureau with a statement that, as individuals participating are identified, recipients will be furnished with memoranda under the individual case caption where those individuals are found to have subversive backgrounds. Therefore, the appropriate field offices should immediately identify and submit individual memoranda concerning such individuals. The details of travel will be replaced by a reference to the memorandum previously prepared under the caption of the organization sponsoring the tour. Prepare individual memoranda only in the cases of individuals with subversive backgrounds falling within the categories set out previously herein.

In addition, appropriate offices should submit a letter to the Bureau under the organization caption listing the names of those individuals residing within their territory who are traveling with the tour group and on whom no subversive information is found.

NW 88321 DocId:32989529 Page 713

(f) Advise the Bureau promptly in form suitable for dissemination of a subject's return from travel abroad in those instances in which stops have been placed with security services abroad through the agencies listed above. In instances in which an individual against whom stops have been placed has traveled to any country behind the Iron Curtain, the Bureau shall also be furnished at that time with recommendations as to the desirability of interview of such person and with advice as to whether additional investigation concerning him is contemplated. In the event such an interview is authorized, it shall be conducted promptly and the case shall not be closed until such interview is had and the results thereof submitted in report form.

(g) In some instances a security investigation of a subject not yet included in the security index may be in progress at the time it is found that the subject has recently departed for a foreign country. If the evidence developed at that time warrants the inclusion of the subject in the security index were it not for the fact that he is outside the U. S., form FD-122 should be submitted recommending his inclusion in the unavailable section of the security index. After all initial investigation is completed, the subject's case will be handled the same as those of other subjects of a similar status who are included in the unavailable section as out of the country.

If the subject is an alien who has been deported or has otherwise permanently departed from the U. S., he should not be included in the security index.

When it is determined that a security index subject has departed for a foreign country, his security index card shall be placed in the unavailable section and his case handled in accordance with the instructions set forth under 87D 7b (6) (b) IV.

(5) Investigative techniques

While it is not possible to enumerate all investigative techniques which can and should be employed in these investigations, there are certain proven techniques which have been used with continued success and should be applied wherever possible.

(a) File reviews

Upon the initiation of a security investigation of an individual, check the office indices and review files thoroughly for any pertinent information on record showing background and subversive activity of each individual subject. Include such information in the initial investigative report.

Once a main security file has been opened for an individual, subsequent information received concerning him should be channelized to that file. The reference cards pertaining to the subject should be consolidated in the indices after each check and review of files has been made.

(b) Security informants

Success of security investigations of individuals is primarily dependent upon a broad confidential informant coverage within every phase of subversive activity. Information and evidence developed through such sources are unsurpassed in value because of possible use not only for intelligence purposes but also as admissible evidence.

NW 88321 DocId:32989529 Page 714

VII. Maintenance of key figure list
(A) Each office must maintain current list of key figures including top functionaries. List may be kept by simple list system, by maintaining a file wherein all additions and deletions to the list are reported, or by a card index system. Maintain key figure list separate from security index.
(B) Key figures should retain their designation notwithstanding their departure for foreign travel or other circumstances requiring temporary discontinuance of investigation.
(C) Should a key figure become subject of a security of Government employees investigation, his name should continue to appear on the key figure list, but the investigation shall proceed in accordance with existing instructions governing SGE cases.

[VIII. [Deleted]

(3) Top functionaries
(a) Definition
A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in party organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements.
(b) Manner of designation
Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement.

NW 88321 DocId:32989529 Page 715

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

(c) Regulations governing top functionaries

I. Regulations set forth under (2) (b) above pertaining to key figures relative to photographs, handwriting specimens, security index cards, change of office of origin, detcom tabbing, character of reports, and inclusion in the key figure list apply to individuals designated as top functionaries.

II. Reports

Submit reports on top functionaries quarterly. Make status pending-inactive if there are no outstanding leads for active investigation.

e. Correlation of other investigations with the security index and reserve index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or reserve index.

(1) Espionage and foreign intelligence investigations

Subjects of these investigations must be included in the security index and/or the reserve index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the reserve index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations

Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or reserve index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports showing disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports showing the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, [U. S. Information Agency] applicant, departmental applicant, Bureau applicant, and other Bureau investigations

Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the reserve index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports showing disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

NW 88321 DocId:32989529 Page 716

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

[g. Channelizing memoranda - destruction of
Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases.

[[Copies of informant's statements designated for the 100 classification
[case files of informants may be destroyed when one year old on an
[annual basis.]

[In destroying these [communications,] be guided by instructions for destruction of channelizing memoranda as set out in Manual of Rules and Regulations.

8. Dissemination of data developed in security investigations
The proper utilization of information received by the Bureau is foremost among our responsibilities as an investigative agency. It is the Bureau's duty to keep the proper intelligence agencies informed concerning information of interest to them. Further, information which comes to the attention of the Bureau in connection with the conduct of investigations normally and regularly within the jurisdiction of the Bureau, which information is believed to be of interest to another agency within the executive branch of the Government, should be forwarded to the interested agency unless there are good and compelling reasons not to do so. This is in line with the Delimitations Agreement and Presidential directives which provide for the dissemination to other agencies of information relating to espionage, sabotage, subversive activities, and related matters where the specific agency has a present or potential interest in the information.

Set out hereafter is a summarization of existing Bureau requirements regarding dissemination of security information developed on individuals during the course of regular investigations in the security field. It

NW 88321 DocId:32989529 Page 717

should be apparent that all conceivable situations cannot be anticipated. For that reason, the data below should be considered as pertaining to representative situations which occur frequently enough to warrant specific treatment. The basic rule to follow is, of course, that security information must be furnished promptly to interested agencies in the executive branch of the Government and that the term "interested agency" must be interpreted in the light of reason and common sense. Any unusual situations should be brought to the attention of the Bureau promptly for consideration and disposition.

Considerations affecting the national defense in Alaska, Hawaii, and Puerto Rico necessitate that the broadest possible construction be given to the existing requirements of dissemination to the intelligence services located in those areas. The Anchorage, Honolulu, and San Juan Offices should adhere to such policy and effect such dissemination as to discharge fully our responsibilities as laid down in Bureau instructions, together with practices which have been dictated by circumstances within those particular offices.

[The material set out below must be read in conjunction with the Manual of Rules and Regulations,[part II,]section 5, which discusses the Bureau's over-all responsibilities in dissemination, together with existing policies, qualifications, and exceptions.

a. Data developed concerning subjects of security investigations and other persons coming within investigative jurisdiction of the Bureau

(1) Aliens and naturalized citizens
Information concerning aliens and naturalized citizens which might have a bearing on the deportation or denaturalization of such individuals should in all instances be forwarded to the Immigration and Naturalization Service. Refer to [the Manual of Rules and Regulations,[part II,]section 5. If any doubt exists, the matter should in all instances be resolved in favor of dissemination.

(2) Employees of or persons having regular access to key facilities or employees of plants having contracts with the military services
Dissemination in these cases is treated specifically in section 87D 7c (4) of this manual.

(3) Employees of public utilities (including state and municipal facilities) which are not on the key facilities list or otherwise falling into the category defined in (2) above, and facilities which are or may become engaged in the manufacture of materials vital to the national defense
Dissemination should be made locally to G-2 and, in addition, to other intelligence services if their interest is apparent in individual cases or in specific facilities.

(4) Individuals on inactive duty but who are members of or hold commissions in the reserve branches or National Guard
Dissemination should be made locally to the appropriate military intelligence service. Dissemination to headquarters of the appropriate services will be made at SOG.

(5) Seamen and subjects employed in the maritime industry, including longshoremen and other water-front employees
Dissemination should be made to the Coast Guard on a local level and, when circumstances dictate, to other intelligence agencies, including ONI, which have an interest in the data reported. Appropriate dissemination on a headquarters level will be made at SOG.

(6) Employees of the Federal Government within the purview of Executive Order 10450
No dissemination of the reports in security of Government employees cases may be made in the field. If, however, subject is employed

NW 88321 DocId:32989529 Page 718

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 719

(10) [Communist infiltration of mass organizations program]

[(a)] Submit semiannual letters March 1 and September 1 under caption[of above program,]Bufile 100-3-106, using following topical outline and headings:

I. [Information]concerning Communist Party program
[Furnish summary of information]received concerning [over-all]Communist Party program to infiltrate mass organizations, nationally and locally; steps taken to carry out program;[identity specific groups which are targets for infiltration or which have been infiltrated by party members;]and success being achieved by party.

II. Organizations concerning which[information]previously submitted
Only list names and Bureau file numbers[concerning]those [cases wherein, since submission of last semiannual letter, letters using the five-point outline set out under item (4) above were furnished to Bureau. Do not list those cases which were under investigation by Bureau authority at time of submission of last semiannual letter.]

III. Organizations concerning which[information]being submitted[for first time]with instant letter
[Only]list names and Bureau file numbers (if known) of those organizations concerning which[information has not previously been furnished Bureau but which is being furnished, together with recommendations regarding future investigations, for first time with instant letter. Submit information, using five-point outline as set out under item (4) above, as enclosure to letter.] Submit separate enclosure on each organization listed in this category. Furnish two copies of each enclosure and sufficient copies of cover letter in order that[one]copy[each]of semiannual letter and enclosure can be placed in Bureau file on organization. This will eliminate necessity of submitting[separate] summary letter under each individual case caption. Do not use T symbols in enclosure, but set out[identities] of sources.

f. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

g. Photographic surveillances

(1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.

(2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.

(3) No such surveillances should be instituted without specific Bureau authority.

NW 88321 DocId:32989529 Page 720

3. Investigative procedures and suggestions re communist front organizations
To accurately and clearly show true nature of communist front groups, data concerning the following topics, where applicable, should be fully developed and reported on:

a. Origin and scope
Date of formation. Circumstances under which founded. Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group. Identify all known chapters, if any, and location thereof.

b. Whether incorporated
Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.

c. Aims and purposes

d. Location of headquarters

e. Officers
List principal officers, board of directors, etc., and appropriate characterization of each showing communist affiliation.

f. Membership
Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records reflecting affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.

g. Official organ, if any, and other literature
(1) May be obtained through confidential mailbox, panel sources, and confidential informants
(2) All such literature should be appropriately identified.
(3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.

h. General activities

i. Finances
Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts.

j. Support given to Communist Party
Preponderance of evidence should be developed reflecting support, financial or otherwise, given by the organization to the Communist Party.

k. Support received from Communist Party
Preponderance of evidence should be developed reflecting support, financial or otherwise, received by the organization from the Communist Party.

l. Implementation of Communist Party line
Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

NW 88321 DocId:32989529 Page 721

d. Other Marxist revolutionary groups
A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

e. General
Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

2. Purposes of investigation

a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.

b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:

(1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
(2) Development of confidential informants in all party levels, including the national headquarters organization
(3) The establishment of trash and mail covers on pertinent headquarters and party functionaries
(4) The constant effort to develop admissible evidence against party officials for violation of Federal laws

c. Brief to establish illegal status of Communist Party, USA

(1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74)
(2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. [If there is no information to report, include a statement to the effect in the cover pages of the quarterly report for the same period entitled "Communist Party, USA, Internal Security - C" (no copy needed for Bufile 100-3-74).]
(3) It is advisable to use the following breakdown in preparing reports:
(a) Origin and continuity of the party
(b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
(c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.

NW 88321 DocId:32989529 Page 722

3. Investigative procedures and suggestions
This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. [When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings.] Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

(1) Organization (Bureau file 100-3-69)

(a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. [List address and/or post office box number of party headquarters.]

(b) [Identify]principal district officials and important functionaries, together with[titles, and furnish a] short resume of important activities of each during three-month period.

(c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.

(d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.

(e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

(2) Membership (Bureau file 100-3-68)

(a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page. Office of origin, which is office covering Communist Party district headquarters, should submit following figures:

I. For entire Communist Party district

II. For individual states covered by Communist Party district

III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

I. For state or portion of state covered by that field office

II. For number of Communist Party members in the area covered by that field office

NW 88321 DocId:32989529 Page 723

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 724

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 725

If a question of law arises as to existence of violation, advise Bureau and hold investigation in abeyance until opinion is obtained from Department. Where the materiality of the denial or omission indicates a full investigation is not warranted, a limited investigation may be conducted; e.g., where denial of past International Workers Order (IWO) membership made and files show membership in IWO but no participation in its activities. However, the Department has advised it is unable to adopt any fixed policy as to whether prosecution is warranted in any particular category of cases of this type and desires to review and consider each case individually. Therefore, the basic facts concerning the execution and filing of the document and the subversive activity denied should be submitted in report form for presentation to the Department, even though the basis for the concealment or fraudulent statement does not appear to be material.

Investigate and report criminal fraud violation (such as concealment of arrests) arising during security-type fraud investigation on same subject in conjunction with the investigation of the security-type fraud. Both violations will be presented to the Department by the Bureau. If, however, the security-type fraud investigation is discontinued, handle the criminal fraud separately in accordance with section 47 of this manual. Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations also involved. If the subversive information does not warrant full security investigation but does indicate a possible fraud violation, advise the interested agency the Bureau's investigation will be directed toward proving the possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with our investigation. Advise agency any pertinent information developed during our investigation will be furnished it and request it to do likewise. Thereafter, immediately initiate the security matter - fraud against the Government investigation. If the subversive information warrants full security investigation and also indicates a fraud violation, advise interested agency the Bureau is initiating a full security investigation in conjunction with investigation of the possible violation of law and results will be furnished it upon receipt. Thereafter, immediately institute such an investigation looking toward inclusion of subject on security index and proving possible violation of law. Expedite investigation where military has referred case.

If admissible evidence developed does not warrant submission of prosecutive summary report, submit results of investigation in investigative report.

NW 88321 DocId:32989529 Page 726

(7) Public Law 87-835, approved 10-16-62, amended the National Defense Education Act of 1958 and the National Science Foundation Act of 1950 which provide Federal funds for scholarships and fellowships. Members of organizations which have registered under the Internal Security Act of 1950 or have been ordered to register by the Subversive Activities Control Board are prohibited from applying for, using, or attempting to use a scholarship or fellowship if any part of the funds therefor is appropriated under these acts. Penalty for violation is $10,000 fine or five years' imprisonment or both. Acts also require full disclosure of any criminal conviction since applicant's sixteenth birthday and concerning any pending criminal charges punishable by confinement over 30 days. Title 18, USC, § 1001, applies to the latter provision.

[[(8) Refer to section 87G captioned "Internal Security Act of 1950" for possible additional violations that may arise under the
[provisions of the Internal Security Act of 1950.]

4. Individuals to be investigated

It is not possible to formulate any hard-and-fast standards by which the dangerousness of individual members or affiliates of revolutionary organizations may be automatically measured because of manner revolutionary organizations function and great scope and variety of activities. Exercise sound judgment and discretion in evaluating importance and dangerousness of individual members or affiliates.

As a general policy, investigate the activities of any individual falling within one or more of the following categories who does not come within one of the restrictions on investigations listed under 87D, 5, below:

a. Membership in basic revolutionary organizations subsequent to 1-1-49

b. Espousing line of revolutionary movements

(1) Any individual who, since the outbreak of hostilities in Korea (6-25-50), continued to espouse the line of one or more of the above-mentioned revolutionary organizations or related groups thereby defining his or her adherence to policies opposed to best interests of the U. S.

(2) Espousal mentioned above encompasses a wide variety and range of activities. Membership in one or more of the basic revolutionary organizations is not a prerequisite to the institution of an investigation of an individual within this category.

(3) Espousal expressed by membership or active participation in subversive front groups (whether or not cited by the Attorney General) must be evaluated in each case. Consider nature and type of front organization, as well as extent of individual's activities on behalf of the front organization or in support of the basic revolutionary organization. Open investigation in every instance in which information available indicates a subject is actively engaged in the affairs of a subversive front organization in a leadership capacity or by active participation in the furtherance of the aims and purposes of the front organization.

(4) Do not open an investigation on mere membership alone in a front organization in the absence of allegations of active participation or leadership in the group unless information is available indicating past membership at any time in a basic revolutionary organization or sufficient other derogatory information is known.

NW 88321 DocId:32989529 Page 727

II.	Race	
	White and Caucasian	W
	Negro	N
	Chinese	C
	Others	O
	(All others including Orientals (except Chinese), American Indians, etc.)	
III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	Communist Party, USA	COM
	Independent Socialist League	ISL
	Socialist Workers Party	SWP
	Johnson-Forest Group	JFG
	American Socialist Clubs	ASC
[	[Nationalist groups advocating independence for Puerto Rico	PRN]
	Proletarian Party of America	PPA
	Nation of Islam	NOI
	Bulgarian	BUL
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	Rumanian	RUM
	Russian	RUS
	Yugoslavian	YUG
VI.	Dangerousness classification (where applicable)	
	Detcom	DC
VII.	Key figure and top functionary designation (where applicable)	
	Key figure	KF
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the D[illegible]partment of Defense Key Facilities List (where appl[illegible]ble)	
XII.	Residence address	
XIII.	Employment address and any additional d[illegible] deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.	
XIV.	Field office file number	

NW 88321 DocId:32989529 Page 728

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

(C) Photograph, with date taken placed below

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 729

III. Persons active in Communist Party underground
IV. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency

(c) Recommendations for and removal of detcom designation

I. Approval of SAC
Designation of each subject for detcom program or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor. If individual subjects being recommended for inclusion in security index are also being recommended for detcom, above-required approval by SAC may be handled in conjunction with requirements specified in 87D 7b (4).

II. [When form FD-122 is submitted recommending either tabbing for detcom or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.]

III. [Deleted]

(d) Administrative procedures for handling detcom program
Take following action to assure that security index cards for subjects tabbed detcom for priority of apprehension will be readily available for emergency action in your office:

I. Consider each security index case for detcom tabbing whether subject's security index card is filed in geographical, special, or unavailable sections of security index.

II. Geographical section
Divide geographical section of security index into two distinct parts.
(A) Part I of geographical section shall include only security index cards for subjects who are tabbed detcom under instructions noted above.
(B) Part II of geographical section shall contain security index cards for all subjects that are NOT tabbed detcom.
(C) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I and II, in line with foregoing, so that cards tabbed detcom will be separated and maintained apart from other security index cards.
(D) No colored tabs necessary on cards of detcom subjects in geographical section.

III. Alphabetical section
(A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.
(B) Affix a colored tab to each security index card designated for detcom in alphabetical section to readily identify such subjects.
(C) Detcom tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "DC" in first line on cards and by word "DETCOM" stamped in large red letters.

NW 88321 DocId:32989529 Page 730

IV. Special section and unavailable section
Security index cards of detcom subjects filed in special and unavailable sections are to be designated by affixing colored tabs.

(e) General

I. Tabbing of cards
No security index card is to contain tabs for any purpose other than to designate detcom classification under foregoing provisions with the following exception. The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab of a color different from those used to tab detcom subjects.

II. Removal from detcom category
Careful analysis must be made of each case in which deletion from detcom category is proposed. For instance, when a key figure is being removed from such status, file review may well disclose that subject qualifies for detcom tabbing for reasons covered in 87D 7b (11) (b), above, independent of key figure status.

[c. Individuals employed in or having access to key facilities[and
[defense facilities]

(1) Responsibility
FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency
When another agency requests investigation of individual
[employed in key facility[and/or defense facility,]institute
[investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

[(b) Verification of key facility[or defense facility]status of place of employment
[Department of Defense Key Facilities List[and Defense Facilities
[List](maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information
Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

NW 88321 DocId:32989529 Page 731

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

[f. [Submission of and general rules concerning security reports]

(1) General

[[Submission of summary reports should not be delayed for the
[purpose of conducting current investigation in previously
[closed cases, but appropriate leads should be set out.]
[

NW 88321 DocId:32989529 Page 732

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f (8).

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

If no subversive information is available, the fact that appropriate confidential informants have been contacted with negative results should be submitted in report form. This is necessary in order that the Department can be advised of the status of the case of each individual who is listed for apprehension in the case of an emergency.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Origin

The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

(3) Deleted

(4) Classification

(a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology and members of the Nation of Islam

(b) 105 - for members of [Puerto Rican nationalist groups] or others having nationalistic tendencies of a non-Marxist character

(5) Title

Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

NW 88321 DocId:32989529 Page 733

(6) Character

(a) Key figures and top functionaries
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:

Internal Security - C
Internal Security - SWP

(b) Others
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated key figure, the first report after the designation and subsequent reports shall bear the internal security character.
[In any event, if subject is employed in a [defense facility
[so designated by the Secretary of Defense pursuant to section
[5 of the Internal Security Act of 1950, as amended,]add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted

(8) Status
All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries
I. Pending inactive
(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures
I. Pending inactive
(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(c) Deleted

NW 88321 DocId:32989529 Page 734

(d) Other security index subjects
- I. Closed
  - (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

(e) Cases of subjects recommended for security index
- I. Pending inactive
  - (A) If all active investigation completed at the time FD-122 forwarded to Bureau
  - (B) Lead to follow Bureau for security index card should be set forth.
- II. Closed
  - (A) Upon receipt of security index card from Bureau
  - (B) Thereafter follow by administrative tickler for investigative report as in (d) above.

(f) Subjects not in security index who are not to be included therein
- I. Closed
  - (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(9) [Content]

(a) [In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.]
- I. Background
  - (A) Birth date
  - (B) Citizenship status
  - (C) Education
  - (D) Marital status
  - (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
  - (F) Identification record
  - (G) Employment
  - (H) Residence
  - (I) Status of health (if known)
- II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)
  - (A) Information concerning admission to revolutionary group including sponsors, etc.
  - (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 735

(j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

(k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

NW 88321 DocId:32989529 Page 736

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

(A) That subject is included in the security index
(B) That data appearing on security index card is current or requires change
(C) That FD-122 has been submitted to Bureau where security index card changes are necessary
(D) That a suitable photograph is or is not available
(E) [Deleted]
(F) That subject is employed in a key facility and that agencies interested in that facility are specified
(G) Reason for classifying report
(H) Dates subject was previously interviewed and reason for not reinterviewing subject
(I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
(J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
(K) That subject's security index card is or is not tabbed detcom and that subject's activities do or do not warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

NW 88321 DocId:32989529 Page 737

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 739

INDEX FOR SECTION 87D
References are to page.

(D) Whether or not defectee available for interview by all Agents
(E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectees were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

(a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
(b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
(c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
(d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
(e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

NW 88321 DocId:32989529 Page 741

(3) Arrangement
This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

(a) Section A
Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:
(A) Professors, teachers, and educators
(B) Labor union organizers or leaders
(C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
(D) Lawyers, doctors, and scientists
(E) Other potentially influential persons on a local or national level
(F) Individuals who could potentially furnish material financial aid

II. Recommendations for inclusion of names in the reserve index (section A)
(A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a[unless the recommendation is made simultaneously with a recommendation that the subject's name be deleted from the security index.] In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.
(B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. Add on the reverse side available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards are now stored.

III. Periodic review of section A of the reserve index
Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. Form FD-154 may be used for the annual review by amending it for use in reserve index cases. This investigation should include, as a minimum:
(A) Verification of residence and employment
(B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
(C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

NW 88321 DocId:32989529 Page 742

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 743

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 744

If a question of law arises as to existence of violation, advise Bureau and hold investigation in abeyance until opinion is obtained from Department. Where the materiality of the denial or omission indicates a full investigation is not warranted, a limited investigation may be conducted; e.g., where denial of past International Workers Order (IWO) membership made and files show membership in IWO but no participation in its activities. However, the Department has advised it is unable to adopt any fixed policy as to whether prosecution is warranted in any particular category of cases of this type and desires to review and consider each case individually. Therefore, the basic facts concerning the execution and filing of the document and the subversive activity denied should be submitted in report form for presentation to the Department, even though the basis for the concealment or fraudulent statement does not appear to be material.

Investigate and report criminal fraud violation (such as concealment of arrests) arising during security-type fraud investigation on same subject in conjunction with the investigation of the security-type fraud. Both violations will be presented to the Department by the Bureau. If, however, the security-type fraud investigation is discontinued, handle the criminal fraud separately in accordance with section 47 of this manual. Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations also involved. If the subversive information does not warrant full security investigation but does indicate a possible fraud violation, advise the interested agency the Bureau's investigation will be directed toward proving the possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with our investigation. Advise agency any pertinent information developed during our investigation will be furnished it and request it to do likewise. Thereafter, immediately initiate the security matter - fraud against the Government investigation. If the subversive information warrants full security investigation and also indicates a fraud violation, advise interested agency the Bureau is initiating a full security investigation in conjunction with investigation of the possible violation of law and results will be furnished it upon receipt. Thereafter, immediately institute such an investigation looking toward inclusion of subject on security index and proving possible violation of law. Expedite investigation where military has referred case.

If admissible evidence developed does not warrant submission of prosecutive summary report, submit results of investigation in investigative report.

NW 88321 DocId:32989529 Page 745

[(7) Public Law 87-835, approved 10-16-62, amended the National Defense Education Act of 1958 and the National Science Foundation Act of 1950 which provide Federal funds for scholarships and fellowships. Members of organizations which have registered under the Internal Security Act of 1950 or have been ordered to register by the Subversive Activities Control Board are prohibited from applying for, using, or attempting to use a scholarship or fellowship if any part of the funds therefor is appropriated under these acts. Penalty for violation is $10,000 fine or five years' imprisonment or both. Acts also require full disclosure of any criminal conviction since applicant's sixteenth birthday and concerning any pending criminal charges punishable by confinement over 30 days. Title 18, USC, § 1001, applies to the latter provision.]

4. Individuals to be investigated

It is not possible to formulate any hard-and-fast standards by which the dangerousness of individual members or affiliates of revolutionary organizations may be automatically measured because of manner revolutionary organizations function and great scope and variety of activities. Exercise sound judgment and discretion in evaluating importance and dangerousness of individual members or affiliates.

As a general policy, investigate the activities of any individual falling within one or more of the following categories who does not come within one of the restrictions on investigations listed under 87D, 5, below:

a. Membership in basic revolutionary organizations subsequent to 1-1-49

b. Espousing line of revolutionary movements

(1) Any individual who, since the outbreak of hostilities in Korea (6-25-50), continued to espouse the line of one or more of the above-mentioned revolutionary organizations or related groups thereby defining his or her adherence to policies opposed to best interests of the U. S.

(2) Espousal mentioned above encompasses a wide variety and range of activities. Membership in one or more of the basic revolutionary organizations is not a prerequisite to the institution of an investigation of an individual within this category.

(3) Espousal expressed by membership or active participation in subversive front groups (whether or not cited by the Attorney General) must be evaluated in each case. Consider nature and type of front organization, as well as extent of individual's activities on behalf of the front organization or in support of the basic revolutionary organization. Open investigation in every instance in which information available indicates a subject is actively engaged in the affairs of a subversive front organization in a leadership capacity or by active participation in the furtherance of the aims and purposes of the front organization.

(4) Do not open an investigation on mere membership alone in a front organization in the absence of allegations of active participation or leadership in the group unless information is available indicating past membership at any time in a basic revolutionary organization or sufficient other derogatory information is known.

NW 88321 DocId:32989529 Page 746

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 747

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 748

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 749

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 750

XIII. Violation of penal laws arising out of activities as a subversive

XIV. Active service in armed forces supported by a subversive movement, such as service in the Loyalist Forces during the Spanish Civil War which were supported by communism

XV. Constant support of the Soviet Union in acts and utterances

XVI. Acting as a courier for the subversive movement or as a confidential mail drop therefor

XVII. Constant participation in the activities of a subversive organization or advancement of the organization's aims or interests, especially when such participation involves financial sacrifices or personal inconvenience or disadvantage

(b) The above factors, while not all-inclusive, should be used as a guide for determination of potential dangerousness. They are not to be considered as criteria for placing an individual on the security index; however, should be considered as indicating loyalty to a subversive organization.

(c) An individual shall not be deemed dangerous merely because one or more of the above factors are applicable in his case.

(3) Criteria for placing and retaining names in the security index

(a) The addition to and retention of names in the security index shall be governed by the following criteria:

I. No name shall be added to or retained in the security index unless one or more of the following situations have been established through investigation:

(A) Subject has had membership or participation in the activities of a basic revolutionary organization within the last 5 years as shown by overt acts or statements established through reliable sources, informants, or individuals.

(B) Subject has had membership or participation in the affairs of one or more front organizations, which adhere to the policies and doctrines of a revolutionary group, in a leadership capacity or by active substantial participation in the furtherance of the aims or purposes of the front organizations within the last 3 years as shown by overt acts or statements established through reliable sources, informants, or individuals.

(C) Investigation has developed information that an individual, though not a member or a participant in the activities of a subversive organization has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to endanger the public safety as shown by overt acts or statements within the last 3 years established through reliable sources, informants, or individuals.

(D) Although investigation has failed to establish overt acts or statements on the part of a subject within the time limits set out above, facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts inimical to the national defense and public safety of the U. S. in time of emergency.

NW 88321 DocId:32989529 Page 751

II. [Activity in support of Cuban regime

Careful consideration should be given to recommending for inclusion in the security index those individuals who in the light of the clear identification of the Cuban Government as procommunist, pro-Soviet bloc, and anti-U. S., would be deemed dangerous or potentially dangerous to the internal security of the U. S. in the event of an emergency involving Cuba and the U. S. In connection therewith, there should be a substantial showing of data within the following standards:

(A) An individual has served as a leader or officer or has subtantially participated in the activities of a pro-Castro organization and has engaged in activities which have included either the preparation or distribution of pro-Cuban or anti-U. S. propaganda; the active collection of funds for any agency or representative of the Cuban Government or for a pro-Castro group, which funds are not intended for the relief of human suffering or other charitable purposes; active participation in acts of violence against anti-Castro individuals or groups or against the U. S.; or the active collection of intelligence data regarding the national defense of the U. S. or which would serve the purposes of the Cuban Government as opposed to the interests of the U. S., where there are reasonable grounds to believe that such data is to be or has been conveyed to any agency or representative of the Cuban Government.

(B) An individual, whether he has participated in organizational activity or not, has engaged in one or more activities specified in (A) above and it has been clearly established, by overt acts or statements or other evidence, that there are reasonable grounds to believe the loyalty of the individual would lie with the Cuban Government in the event of armed conflict between the Cuban Government and the U. S.

(C) Aliens of Cuban nationality and aliens holding Cuban citizenship should be considered for the security index when it is determined that one of these (1) is likely to foster, encourage, or promote the policies, programs, or objectives of the Cuban Government, or collaborate with the Cuban Government or (2) is likely to engage in or attempt to engage in acts of espionage, sabotage, or other activities inimical or detrimental to the defense or public safety of the U. S. as shown by overt acts or statements established through reliable sources, informants, or individuals. Activities on a subject's part which should be considered in determining whether his name should be added to the security index under the foregoing would include but should not be limited to (1) participation in organizations supporting the Castro regime, (2) participation in picket lines formed in support of the Cuban Government, (3) contacts with Cuban agents operating in this country on behalf of the Cuban Government, or (4) statements or activities on a subject's part establishing reasonable grounds to believe that his loyalty would lie with the Cuban Government in the event of armed conflict between the U. S. and Cuba.

NW 88321 DocId:32989529 Page 752

(D) In connection with all individuals recommended for addition to the security index in consideration of the above-mentioned standards there must be a clear showing, by overt acts or statements or other evidence, that there has been a continuing sympathy for the aims and objectives of the Cuban Government since 10-1-60.

Since the courses of action which might be followed in the event of a limited emergency between Cuba and the U. S. would, in all probability, be different for aliens as distinguished from U. S. citizens it is imperative that the citizenship status of individuals recommended under criteria set forth above be clearly established.

III. Pro-Cuban activity

All individuals now on, or subsequently added to, the security index under criteria set forth in paragraphs (3) (a) I (A) (B) (C) (D) above should be tabbed as "Pro-Cuban" if their activites and sympathies have been such that they warrant special consideration in the event of a limited emergency involving Cuba and the U. S. This tabbing will include not only Cubans but also non-Cubans who have been engaged in substantial activities in furtherance of the aims and purposes of the Cuban Government, in support of pro-Castro groups or organizations, or in furtherance of the communist or subversive infiltration of pro-Castro groups. To effect this tabbing, submit form FD-122 to the Bureau with the notation "Pro-Cuban" typed directly opposite the words "Miscellaneous (specify)" in the space provided on the form. Attached to the form FD-122 should be an additional page containing a concise summary of facts which prompt the recommendation for this tabbing. These instructions in no way affect the character of cases under which subjects are currently being investigated. Security index cards sent to the field on such subjects will contain the capital letter "C" on the left side of the card at the beginning of the second line. These cards should not be kept in the "Cuban" special section of the index and these cards should be tabbed with a metal tab as mentioned in 87D 7b (11) (e) I under tabbing of cards.]

IV.] In evaluating interviews insofar as security index status is concerned, be guided as follows:

(A) Whenever a subject of a security investigation by a positive statement to interviewing Agents clearly indicates a continued adherence to the doctrines,

NW 88321 DocId:32989529 Page 753

aims or purposes of a revolutionary organization or a front organization, the positive statement shall be considered an overt act on the part of subject in establishing continued adherence.

(E) Other than as indicated above, interviews with security index subjects or potential security index subjects are not to be considered as factors requiring the placing or retaining of names of persons on the security index; for example, lack of cooperation or partial cooperation are not to be regarded as such factors.

(b) Item I (D), above, must be given strict interpretation. It is not to be construed as a "catchall" for cases not otherwise meeting security index standards, and there must be overwhelming evidence to support any security index case, predicated upon the terms of item I (D). Further, any recommendation for retention in or addition to the security index based upon item I (D) must note specifically those factors which bring the individual cases within its provisions.

(c) With regard to the effect of resort to the fifth amendment by a witness appearing before a governmental body, the Department was requested to advise as to whether such action should be considered an overt act within the terms of the security index criteria under the following circumstances: (1) when the subject was asked directly concerning present membership in a subversive organization and (2) when the question calls for a response as to past membership in such organization. The Department's reply was as follows: "A refusal to answer these two questions must be considered an overt act within the Security Index criteria. There is, of course, the rare possibility that some individual who is not and never has been a member of a subversive organization, may take refuge in the Fifth Amendment, for idealistic reasons. However, your question is limited to those cases where the available information would seem to bring the subject within the criteria except for an overt act within the required period. A subsequent resort to the Fifth Amendment by such a person as outlined in your letter would seem to supply the missing element and negate any inference that he may have changed his beliefs or turned against the organizations or subversive persons with which he was known to have sympathized or supported."

This does not mean that refuge in the fifth amendment will automatically require the inclusion or retention of a subject in the security index. It must be construed in the light of the information available as to the scope and extent of subversive activity of the individual subject. It is imperative our security index cases be reviewed critical[ly] on a continuing basis to insure that they are completely sound and that it is established beyond question that such subjects are potentially dangerous.

(d) [The Department has advised that, from its study of available evidence concerning the Nation of Islam, it appears that the antiwhite and anti-U. S. Government teachings of this organization would constitute it a potentially dangerous instrumentality in the event of a national emergency, and that statements and activities on the part of individual members of the Nation of Islam indicating anarchist and revolutionary beliefs should be considered in making a judgment as to whether or not such individual members should be included in the security index. In view of the above,

NW 88321 DocId:32989529 Page 754

II.	Race	
	White and Caucasian	W
	Negro	N
	Chinese	C
	Others	O
	(All others including Orientals (except Chinese), American Indians, etc.)	
III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	Communist Party, USA	COM
	Independent Socialist League	ISL
	Socialist Workers Party	SWP
	Johnson-Forest Group	JFG
	American Socialist Clubs	ASC
	Nationalist Party of Puerto Rico	NPR
	Proletarian Party of America	PPA
	Nation of Islam	NOI
	Bulgarian	BUL
	[Cuban	CUB]
	Czechoslovakian	CZE
	Hungarian	HUN
	Rumanian	RUM
	Russian	RUS
	Yugoslavian	YUG
VI.	Dangerousness classification (where applicable)	
	Detcom	DC
VII.	Key figure and top functionary designation (where applicable)	
	Key figure	KF
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	[Cuban special section	CUB]
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the Department of Defense key facilities list (where applicable)	
XII.	Residence address	
XIII.	Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.	
XIV.	Field office file number	

NW 88321 DocId:32989529 Page 755

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

(C) Photograph, with date taken placed below

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW-88321 DocId:32989529 Page 756

(b) In the field office
[The active security index in each field office is maintained in four sections: geographical, alphabetical, unavailable, and special sections. In addition, a complete set of each field office's security index is maintained away from headquarters city. This additional set is to be maintained in exactly the same manner as the geographical section security index breakdown with the unavailable and special section cards filed in back of the geographical section cards.]

I. Geographical section
Procedures affecting the geographical section of the security index are set out in 87D 7b (11) pertaining to the priority of apprehension of subjects and should be read in conjunction with the material noted hereinafter.

After receipt of the three 5- by 8-inch security index cards from the Bureau and after the necessary data have been added to two of the cards, one card shall be filed in the geographical section of the office securit index (except special section and unavailable section cards; see III and IV below) and one card shall be filed in the duplicate security index maintained away from headquarters city. This section shall be broken down geographically by residence address in accordance with the needs of each office. For example, where such breakdown is logical, it should be broken down by state, county, city and, if conditions in the city so warrant, into boroughs or suburbs and precincts. There will be instances involving routine change of residence in which the security index cards will reflect "unknown" residence. To facilitate filing such cards in the geographical section, a breakdown therein should be utilized, designated "Verification Pending," to contain the security index cards of (1) subjects whose addresses are listed as "unknown" but leads outstanding are expected to result in the prompt location of those persons within the division and (2) subjects whose whereabouts in another division is actually in the process of verification, the cards bearing the address in the interim as "unknown." The security index cards in the geographical section shall be filed alphabetically under each geographical breakdown.

The geographical section of the field office security index will be the section to be used should apprehension of the subjects in the index become necessary. Cards contained therein will be withdrawn and used by the apprehending Agents.

It may be feasible in offices covering large industrial areas to set up a second geographical section in which the security index cards are filed according to the employment of the subjects. Such procedure may be established only upon receipt of specific Bureau authority. Apprehensions may thus be made by using either the geographical-residence or the geographical-employment sections, the choice depending upon the time of day the apprehensions are initiated.

II. Alphabetical section
Procedures affecting the alphabetical section of the security index are set out in 87D 7b (11) pertaining to the priority of apprehension of subjects and should be read in conjunction with the material noted hereinafter.

The duplicate card shall be filed in the alphabetical section which will be maintained in strict alphabetical order with no other breakdown whatsoever.

NW 88321 DocId:32989529 Page 757

The alphabetical card will be in the nature of a control card. Should the original or geographical card be withdrawn from the geographical section for apprehension purposes, an appropriate notation shall be made on the alphabetical card for the purpose of administrative handling.

III. Special section

Security index cards of individuals coming within the categories enumerated below shall be retained in the special section of the security index for the reasons stated. This section shall be broken down into [seven] subsections headed by tabs designating the categories. The special section is to be maintained in accordance with the following instructions:

(A) Espionage subjects

When apprehension of the subject will destroy chances of penetration and control of an operating espionage parallel or would destroy known chances of penetration and control of a "sleeper" parallel

(B) U. S. Government employees

In order that the identities of the subjects so employed can be readily determined and specific consideration given to each such subject before apprehension is ordered

(C) Atomic energy program employees

Because their apprehension must be cleared with the Atomic Energy Commission representatives to avoid interference with atomic energy work

(D) Foreign government employees

So that individual consideration may be given to each individual on the basis of the relations then existing between the U. S. Government and the country by which the subject is employed

(E) United Nations Secretariat and other international organization employees

Because of the fact that they are employees of such organizations, regardless of their national origin, and the State Department must be notified after such apprehensions take place. In this category would be citizens of the U. S. and those immigrants or stateless persons not holding diplomatic visas and who do not have protection of the International Organization Immunities Act.

(F) Pro-Tito individuals

Because such individuals, although pro-Marxist-Leninist, adhere to the Tito form of communism as opposed to the Stalin or Russian form of communism. In light of the current international situation, it is not possible to predict whether Tito would become aligned with Russia in the event of open hostilities or would align himself on the side of the U. S. and its allies. Therefore, Tito adherents in the security index must receive consideration for apprehension separate from others included in the index.

Supporters of the Tito government are not considered to include members of any communist splinter groups who from time to time make statements in support of Tito, but should include only those individuals, particularly those of Yugoslav birth or descent, whose support of Tito is clear and

NW 88321 DocId:32989529 Page 758

unequivocal regardless of Yugoslavia's foreign policies.

[(G) Cuban
In order that, in the event of an emergency involving Cuba and the U. S., special handling may be afforded those subjects whose organizational affiliation or nationalistic tendencies are shown as "Cuban." Security index cards denoting such will contain the code "CUB" on line 1.]

Standards for inclusion of subjects in the special section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for preparation of a security index card on an individual falling in one of the above categories, form FD-122 must include the words "Special Section" typed in the upper right portion thereof. The proper category should be typed on FD-122 in the space provided behind the words "MISCELLANEOUS (Specify)."

Security index cards to be placed in the special section shall bear the appropriate code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt from the Bureau of the three security index cards of subjects in these categories, the required additional data shall be placed on two which shall be filed alphabetically in the appropriate subsection of the special section. The third card shall be filed in the alphabetical section of the security index. Under no circumstances should special section security index cards be filed in the geographical section of the index.

When a security index subject whose card is maintained in the special section no longer comes within one of the categories of the special section, FD-122 must be submitted with the words "Remove from Special Section" typed in the space provided behind the words "MISCELLANEOUS (Specify)." If the card should be placed in the unavailable section, the statement "Place in Unavailable Section" should be added in this space. When the new cards are received from the Bureau, they should be checked for accuracy and the description and photograph, if available, should be placed on separate cards of similar size and attached to the back of two of the cards. These two cards should then be filed in the geographical or unavailable section (where applicable) and the other card filed in the alphabetical section of the security index. The old cards should be destroyed.

When a special section subject is scheduled for priority apprehension under the detcom program, the special section card shall be appropriately tabbed.

It is not contemplated that subjects of security index cards maintained in the special section will be apprehended under a mass apprehension program. The cases of such subjects shall be given individual attention upon the inception of the apprehension program and the subjects will not be apprehended in the absence of specific Bureau instructions in each case.

IV. Unavailable section
Security index cards of individuals who are missing, out of the country, or are imprisoned shall be retained in the unavailable section. This section shall be broken down into three subsections headed by tabs marked "Missing,"

NW 88321 DocId:32989529 Page 759

"Out of the Country," and "Imprisoned." The unavailable section shall be maintained in accordance with the following instructions:

(A) Missing subjects

Security index subjects are not to be included in the unavailable section as missing immediately upon determination that they are no longer located at their previously known places of residence or employment. The action required in 87D 6b (3) above must be taken prior to submitting FD-122 placing a subject in the unavailable section as a missing subject. The Bureau must be periodically advised of the investigative steps taken to locate missing security index subjects in accordance with 87D 6b (3).

If the subject is missing, the word "Missing" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)."

(B) Subjects out of the country

The security index cards of subjects who are found to have departed from the U. S. or Puerto Rico for a foreign country shall be placed in this subsection of the unavailable section of the security index unless their cards should be cancelled in accordance with instructions set forth below under 87D 7b (10) (b).

If the subject is out of the country, the words "Out of the Country" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." If the foreign address is known, place it on FD-122 in the space provided for the residence address. If the subject is only known to be in a certain foreign country and his residence there is not known or is only known to be traveling abroad, include this information on FD-122. If the subject's current employment abroad is known, include it on FD-122.

The case of any security index subject who is out of the country must be followed at least each six months for verification of the subject's address, the same as any other security index case, to determine if the subject has returned to this country.

Appropriate stops should be placed with the Immigration and Naturalization Service to be advised of information which may become available to it indicating the subject's return to this country.

(C) Imprisoned subjects

The cards of security index subjects who are found to be imprisoned shall be placed in the unavailable section of the security index.

If the subject is in prison, the word "Imprisoned" shall be typed on the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." The identity of the institution in which the subject is incarcerated shall be typed in the space provided for the residence address. The space for the business address shall be left blank.

NW 88321 DocId:32989529 Page 760

III. Persons active in Communist Party underground

IV. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency

(c) Recommendations for and removal of detcom designation

I. Approval of SAC

Designation of each subject for detcom program or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor. If individual subjects being recommended for inclusion in security index are also being recommended for detcom, above-required approval by SAC may be handled in conjunction with requirements specified in 87D 7b (4).

[[[[[

II. [When form FD-122 is submitted recommending either tabbing for detcom or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.]

III. [Deleted]

(d) Administrative procedures for handling detcom program

Take following action to assure that security index cards for subjects tabbed detcom for priority of apprehension will be readily available for emergency action in your office:

I. Consider each security index case for detcom tabbing whether subject's security index card is filed in geographical, special, or unavailable sections of security index.

II. Geographical section

Divide geographical section of security index into two distinct parts.

(A) Part I of geographical section shall include only security index cards for subjects who are tabbed detcom under instructions noted above.

(B) Part II of geographical section shall contain security index cards for all subjects that are NOT tabbed detcom.

(C) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I and II, in line with foregoing, so that cards tabbed detcom will be separated and maintained apart from other security index cards.

(D) No colored tabs necessary on cards of detcom subjects in geographical section.

III. Alphabetical section

(A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.

(B) Affix a colored tab to each security index card designated for detcom in alphabetical section to readily identify such subjects.

(C). Detcom tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "DC" in first line on cards and by word "DETCOM" stamped in large red letters.

NW 88321 DocId:32989529 Page 761

IV. Special section and unavailable section
Security index cards of detcom subjects filed in special and unavailable sections are to be designated by affixing colored tabs.

(c) General

I. Tabbing of cards
No security index card is to contain tabs for any purpose other than to designate detcom classification under foregoing provisions[with the following exception. The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab of a color different from those used to tab detcom subjects.]

II. Removal from detcom category
Careful analysis must be made of each case in which deletion from detcom category is proposed. For instance, when a key figure is being removed from such status, file review may well disclose that subject qualifies for detcom tabbing for reasons covered in 87D 7b (11) (b), above, independent of key figure status.

c. Individuals employed in or having access to key facilities

(1) Responsibility
FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency
When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

(b) Verification of key facility status of place of employment
Department of Defense key facilities list (maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information
Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

NW 88321 DocId:32989529 Page 762

(j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, [as well as the inclusive dates of the informant reports.]

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases with the exception of key facility cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

(k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field corresponden... which is not investigative in nature

NW 88321 DocId:32989529 Page 763

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:
(A) That subject is included in the security index
(B) That data appearing on security index card is current or requires change
(C) That FD-122 has been submitted to Bureau where security index card changes are necessary
(D) That a suitable photograph is or is not available
(E) [Deleted]
(F) That subject is employed in a key facility and that agencies interested in that facility are specified
(G) Reason for classifying report
(H) Dates subject was previously interviewed and reason for not reinterviewing subject
(I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
(J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
(K) That subject's security index card is or is not tabbed detcom and that subject's activities do or do not warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

NW 88321 DocId:32989529 Page 764

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 765

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 766

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 767

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 768

(c) In the case of an individual previously the subject of investigation, the case should be brought up to date by the prompt submission of a report in the event there is unreported information contained in the file. If reports have not previously been submitted in the case, a letterhead memorandum summarizing the available subversive data should accompany the initial letter advising the Bureau of the proposed travel. [In nonsecurity index cases all available data regarding subject's subversive activities and affiliations should be carefully evaluated with a view toward determining whether a full security investigation should be conducted and the communication transmitting data regarding a subject's travel should contain a statement as to whether a security investigation is being initiated and, if not, reasons therefor.]

(d) Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such and, frequently, requests are made of one or all of the above to place stops with appropriate security services abroad to be advised of the activities of these subjects.

(e) When information is received that an individual with a subversive background falling within the categories set out previously herein is forming a tour group for foreign travel or an organization which is considered subversive is sponsoring such a tour, advise appropriate offices under the caption of the tour name or the organization sponsoring the tour of the identities of the individuals participating in the tour and furnish the Bureau a letterhead memorandum suitable for dissemination to the State Department, the Central Intelligence Agency, and appropriate legal attaches, including therein all readily available information pertaining to the tour, such as itinerary, pertinent dates, names of individuals making up the tour with addresses, if available, and a thumbnail sketch of the organization or individual sponsoring the tour.

Letterhead memoranda relating to the tours will be disseminated by the Bureau with a statement that, as individuals participating are identified, recipients will be furnished with memoranda under the individual case caption where those individuals are found to have subversive backgrounds. Therefore, the appropriate field offices should immediately identify and submit individual memoranda concerning such individuals. The details of travel will be replaced by a reference to the memorandum previously prepared under the caption of the organization sponsoring the tour. Prepare individual memoranda only in the cases of individuals with subversive backgrounds falling within the categories set out previously herein.

In addition, appropriate offices should submit a letter to the Bureau under the organization caption listing the names of those individuals residing within their territory who are traveling with the tour group and on whom no subversive information is found.

NW 88321 DocId:32989529 Page 769

(f) Advise the Bureau promptly in form suitable for dissemination of a subject's return from travel abroad in those instances in which stops have been placed with security services abroad through the agencies listed above. In instances in which an individual against whom stops have been placed has traveled to any country behind the Iron Curtain, the Bureau shall also be furnished at that time with recommendations as to the desirability of interview of such person and with advice as to whether additional investigation concerning him is contemplated. In the event such an interview is authorized, it shall be conducted promptly and the case shall not be closed until such interview is had and the results thereof submitted in report form.

(g) In some instances a security investigation of a subject not yet included in the security index may be in progress at the time it is found that the subject has recently departed for a foreign country. If the evidence developed at that time warrants the inclusion of the subject in the security index were it not for the fact that he is outside the U. S., form FD-122 should be submitted recommending his inclusion in the unavailable section of the security index. After all initial investigation is completed, the subject's case will be handled the same as those of other subjects of a similar status who are included in the unavailable section as out of the country.

If the subject is an alien who has been deported or has otherwise permanently departed from the U. S., he should not be included in the security index.

When it is determined that a security index subject has departed for a foreign country, his security index card shall be placed in the unavailable section and his case handled in accordance with the instructions set forth under 87D 7b (6) (b) IV.

(5) Investigative techniques

While it is not possible to enumerate all investigative techniques which can and should be employed in these investigations, there are certain proven techniques which have been used with continued success and should be applied wherever possible.

(a) File reviews

Upon the initiation of a security investigation of an individual, check the office indices and review files thoroughly for any pertinent information on record showing background and subversive activity of each individual subject. Include such information in the initial investigative report.

Once a main security file has been opened for an individual, subsequent information received concerning him should be channelized to that file. The reference cards pertaining to the subject should be consolidated in the indices after each check and review of files has been made.

(b) Security informants

Success of security investigations of individuals is primarily dependent upon a broad confidential informant coverage within every phase of subversive activity. Information and evidence developed through such sources are unsurpassed in value because of possible use not only for intelligence purposes but also as admissible evidence.

NW 88321 DocId:32989529 Page 770

(b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

(c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach an additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly[show]soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.

(d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement[in the appropriate communication closing the case]showing reasons for the decision.

(e) Security index cards shall be recommended by and maintained by office of origin only.

(f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.

(g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau. In latter instance, upon receipt of Bureau's response, case may be closed administratively.

(h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

NW 88321 DocId:32989529 Page 771

(i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.

(j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."

(k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.

(l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).

(5) Content and appearance of security index card

(a) Data to appear on face of card

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted [showing] the correct data to be placed on the security index card.

NW 88321 DocId:32989529 Page 772

attention to the existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning the cancellation of the card. The card may be destroyed upon receipt of Bureau authority to designate the subject as a security informant.

(f) Subject no longer dangerous or potentially dangerous
Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in the security index, information is received or investigation develops information[indicating]that he is no longer a threat to the internal security by reason of defection or expulsion from the subversive movement, membership in or affiliation with which was the reason for placing him in the security index. Such defection may be[shown]by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to the principles of the subversive movement. The latter may manifest itself in declarations by a subject in the presence of confidential informants or other sources, statements to the press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be cancelled, advise Bureau by letter of results together with a recommendation for cancellation which must be approved by Bureau.

(g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection
As security index cards are reviewed upon reopening in the field, there will be instances in which removal will be required by application of the security index criteria set out in 87D 7b (3). With the passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

[Letters recommending removal of a subject's name from the security index should be accompanied by form FD-122a if facts in the case warrant the inclusion of subject's name in section A of the reserve index.]

The following[procedures]should be followed[in the case of those individuals not being recommended for inclusion in section A of the reserve index:]

I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in the field, retain security index cards pertaining to such subjects bearing the descriptive matter on reverse sides; i.e., the cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

NW 88321 DocId:32989529 Page 773

II. Mark canceled across face of each card being retained and file in the reserve index,[section B.]

III. [Deleted]

IV. The above instructions do not apply in the case of individuals removed from the security index based upon activity in the Nation of Islam. Security index cards in such cases should be destroyed.

(h) Subjects of Chinese extraction
In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on the security index following a recommendation submitted in accordance with the instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program (DETCOM)

(a) Purpose
Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against the U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in the least possible time prior to others in security index. The administrative procedure developed to make apprehensions on a priority basis is referred to as the detcom program. Subjects designated for priority apprehension are referred to as detcom subjects.

Individuals in security index tabbed detcom would be arrested first in event of a limited but grave emergency, probably without the arrest of other security index subjects.

In an all-out emergency, all subjects whose names are in the security index will be considered for immediate apprehension.

Subjects tabbed for detcom should comprise a hard core of subversives. Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed detcom
Each security index subject should be considered for detcom tabbing (priority of arrest) who falls within one or more of following categories:

I. All top functionaries and key figures

II. Currently active communists or members of any basic revolutionary organization (active within past year) when there is evidence of one or more of following:

(A) Activity as local organizers or leaders in the organization

(B) Special training at Lenin School or Far Eastern Institute in Moscow

(C) Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations

(D) Violent statements or strong revolutionary tendencies as shown by their activities

NW 88321 DocId:32989529 Page 774

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 775

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 776

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 777

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 778

(2) The act provides that any individual who is or becomes a member of any organization concerning which there is in effect a final order of the Board requiring such organization to register under the act as a Communist-action organization, more than thirty days have lapsed since such order has become final and the organization is not so registered, shall within sixty days after said order has become final, or within thirty days after becoming a member of such organization, whichever is later, register with the Attorney General as a member of such organization. (§ 8 (a)) (Title 50, USC, § 787 (a))

(3) Each individual who is or becomes a member of any organization which he knows to be registered under the act as a Communist-action organization, but which has failed to include the individual's name upon a list of members thereof filed with the Attorney General, as required by the act, shall, within sixty days after obtaining such knowledge, register with the Attorney General as a member of such organization. (§ 8 (b)) (Title 50, USC, § 787 (b))

(4) It is unlawful for any member of a Communist-action organization which has registered under the act, or there is in effect a final order of the Board requiring such organization to register, with knowledge or notice that such organization is so registered or that such order has become final: to conceal or fail to disclose the fact that he is a member of such organization in seeking, accepting or holding any nonelective office or employment under the U.S.; or, to hold any nonelective office or employment under the U.S.; or, to conceal or fail to disclose the fact that he is a member of such organization in seeking, accepting or holding employment in any defense facility; or, to engage in any employment in any defense facility if such organization is a Communist-action organization; or, to hold office or employment with any labor organization, as that term is defined in section 2 (5) of the National Labor Relations Act, as amended (Title 29, USC, § 152), or to represent any employer in any matter or proceeding arising or pending under that act. (§ 5 (a) (1)) (Title 50, USC, § 784(a) (1))

(5) When a Communist-action organization is registered under the act, or there is in effect a final order of the Board requiring such organization to register, it shall be unlawful for any member of such organization, with knowledge or notice that such organization is so registered or that such order has become final, to make application for a passport, or renewal of a passport, to be issued or renewed by the authority of the U.S., or to use or attempt to use such passport. (§ 6 (a)) Title 50, USC, § 785 (a))

(6) The act requires any person acting for or on behalf of any Communist-action organization which is registered, or required by final order of the Board to register, to label properly all publications transmitted through the mail or by any means or instrumentality of interstate or foreign commerce. (§ 10 (1)) (Title 50, USC, § 789 (1))

(7) Any individual who, in a registration statement or annual report, willfully makes any false statement or willfully omits to state any fact which is required to be stated, or which is necessary to make the statements made or information given not misleading, is guilty of a violation. (§ 15 (b)) (Title 50, USC, § 794 (b))

g. Miscellaneous regulations affecting other persons dealing with Communist organizations and members thereof

(1) It is unlawful for any officer or employee of the U.S. or of any defense facility, with knowledge or notice that such organization is registered with the Attorney General as a Communist-action organization or a Communist front organization, or that there is in effect a final order of the Board requiring such organization to register: (1) to contribute funds or services

to such organization; or, (2) to advise, counsel, or urge any person, with knowledge or notice that such person is a member of such organization, to perform, or omit to perform, any act if such act or omission would constitute a violation of any provision of section 5 (2) (1). (§ 5 (a) (2)) (Title 50, USC, § 784 (2))

(2) Where an organization is registered, or there is in effect a final order of the Board requiring an organization to register, as a communist-action organization, it shall be unlawful for any officer or employee of the U. S. to issue a passport to, or renew the passport of, any individual knowing or having reason to believe that the individual is a member of such organization. (§ 6 (b)) (Title 50, USC, § 785 (b))

h. Penalties (Title 50, USC, § 794)

If there is in effect with respect to a communist-action organization or individual a final order of the Board requiring registration or determining that it is a communist-infiltrated organization under section 7 or section 8 of the Internal Security Act: (1) such organization shall, upon conviction of failure to register, to file a registration statement or annual report, or to keep records as required by section 7, be punished for each such offense by fine of not more than $10,000, and (2) each individual having a duty under subsection h of section 7 to register or to file any registration statement or annual report on behalf of such organization, and each individual having a duty to register under section 8, shall, upon conviction of failure so to register or to file any such registration statement or annual report, be punished for each such offense by a fine of not more than $10,000, or imprisonment for not more than five years, or by both such fine and imprisonment. Each day of failure to register, whether on the part of the organization or any individual, shall constitute a separate offense.

Any individual who, in a registration statement or annual report, willfully makes any false statement or willfully omits to state any fact which is required to be stated shall upon conviction thereof be punished for each such offense by a fine of not more than $10,000, or by imprisonment for not more than five years, or by both such fine and imprisonment. Each false statement willfully made, and each willful omission to state any fact which is required to be stated, shall constitute a separate offense, and each listing of the name or address of any one individual shall be deemed to be a separate statement.

Any organization which violates any provision of section 10 of th[illegible] act shall, upon conviction thereof, be punished f[illegible] each such [illegible]tion by a f[illegible] of not more than $1[illegible],000. Any individ[illegible] viola[illegible] any p[illegible] sections [illegible], or 10 [illegible], shall, upo[illegible] viction [illegible], be punish[illegible] for each su[illegible] violation by a fine of [illegible] more than $[illegible],000 or by imprisonment for not more than five years, or by both.

Note: The fact of the registration of any person under section 7 or section 8 of the Internal Security Act of 1950 as an officer or member of any communist organization sh[illegible] not be received in evidence against such person in any prosecution for any alleged violation of any other criminal statute.

i. Reporting of evidence developed on individual members

[[Any admissible evidence showing a violation of the Internal Security
[Act of 1950, Title 50, USC, § 784 (a) (1) (E), as it pertains to
[union officers, employees, and representatives of management (see
[paragraph f(4), page 93, of this section and volume III, section
[67C, of this manual) should be furnished to the Bureau in a report
[on the individual and carrying the single character, Internal Security
[Act of 1950 - Labor (classification 122).] Any admissible evidence
[showing a violation[of this act]on the part of any[other]individual
should be furnished to the Bureau in a report on the individual and
carrying the dual character, Internal Security - C or Security
[Matter - C, and Internal Security Act of 1950[(classification 100).]
[See section 87D[of this manual]for complete instructions relative to
investigations of individuals.

2. Communist front organizations

a. Definition - Title 50, USC, § 782

"The term 'Communist-front organization' means any organization in the United States (other than a Communist-action organization

NW 88321 DocId:32989529 Page 781

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 782

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

g. Channelizing memoranda - destruction of following submission of re[illegible]ts in security cases

Channelizing memoranda in organizational and individual security c[illegible]e files may be destroyed following submission of reports in these cases. In destroying these memoranda, be guided by instructions [for destruction of channelizing memoranda as set out in Manual of Rules and Regulations.]

8. Dissemination of data developed in security investigations

The proper utilization of information received by the Bureau is foremost among our responsibilities as an investigative agency. It is the Bureau's duty to keep the proper intelligence agencies informed concerning information of interest to them. Further, information which comes to the attention of the Bureau in connection with the conduct of investigations normally and regularly within the jurisdiction of the Bureau, which information is believed to be of interest to another agency within the executive branch of the Government, should be forwarded to the interested agency unless there are good and compelling reasons not to do so. This is in line with the Delimitations Agreement and Presidential directi[illegible] which provide for the dissemination to other agencies of information re[illegible]ng to espionage, sabotage, subversive activities, and related mat[illegible] [illegible]ere the specific agency has a present or potential interest in the [illegible]ormation.

Set out hereafter is a summarization of existing Bureau requirements regarding dissemination of security information developed on individuals during the course of regular investigations in the security field. It

NW 88321 DocId:32989529 Page 784

should be apparent that all conceivable situations cannot be anticipated. For that reason, the data below should be considered as pertaining to representative situations which occur frequently enough to warrant specific treatment. The basic rule to follow is, of course, that security information must be furnished promptly to interested agencies in the executive branch of the Government and that the term "interested agency" must be interpreted in the light of reason and common sense. Any unusual situations should be brought to the attention of the Bureau promptly for consideration and disposition.

Considerations affecting the national defense in Alaska, Hawaii, and Puerto Rico necessitate that the broadest possible construction be given to the existing requirements of dissemination to the intelligence services located in those areas. The Anchorage, Honolulu, and San Juan Offices should adhere to such policy and effect such dissemination as to discharge fully our responsibilities as laid down in Bureau instructions, together with practices which have been dictated by circumstances within those particular offices.

[The material set out below must be read in conjunction with the Manual of Rules and Regulations,[part II,]section 5, which discusses the Bureau's over-all responsibilities in dissemination, together with existing policies, qualifications, and exceptions.

a. Data developed concerning subjects of security investigations and other persons coming within investigative jurisdiction of the Bureau

(1) Aliens and naturalized citizens
Information concerning aliens and naturalized citizens which might have a bearing on the deportation or denaturalization of such individuals should in all instances be forwarded to the Immigration and Naturalization Service. Refer to
[the Manual of Rules and Regulations,[part II,]section 5. If any doubt exists, the matter should in all instances be resolved in favor of dissemination.

(2) Employees of or persons having regular access to key facilities or employees of plants having contracts with the military services
Dissemination in these cases is treated specifically in section 87D 7c (4) of this manual.

(3) Employees of public utilities (including state and municipal facilities) which are not on the key facilities list or otherwise falling into the category defined in (2) above, and facilities which are or may become engaged in the manufacture of materials vital to the national defense
Dissemination should be made locally to G-2 and, in addition, to other intelligence services if their interest is apparent in individual cases or in specific facilities.

(4) Individuals on inactive duty but who are members of or hold commissions in the reserve branches or National Guard
Dissemination should be made locally to the appropriate military intelligence service. Dissemination to headquarters of the appropriate services will be made at SOG.

(5) Seamen and subjects employed in the maritime industry, including longshoremen and other water-front employees
Dissemination should be made to the Coast Guard on a local level and, when circumstances dictate, to other intelligence agencies, including ONI, which have an interest in the data reported. Appropriate dissemination on a headquarters level will be made at SOG.

(6) Employees of the Federal Government within the purview of Executive Order 10450
No dissemination of the reports in security of Government employees cases may be made in the field. If, however, subject is employed

NW 88321 DocId:32989529 Page 785

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 786

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 788

E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

1. Purposes
   a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
   b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
   c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
      (1) Internal Security Act of 1950
      (2) Registration Act
      (3) Smith Act of 1940
      (4) Executive Order 10450
2. General policy
   a. Newly formed known or suspected subversive organizations
      (1) [Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
      (2) After conducting sufficient inquiry to determine true character of group
         (a) If further investigation warranted, advise Bureau through established report writing procedures.
         (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.]
      (3) [Deleted]
      (4) [Deleted]
   b. Established subversive groups
      (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
      (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
      (3) Submit reports at least every six months.
   c. Organizations political in character
      (1) Investigation should not be instituted without Bureau approval.
      (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
   d. Organizations connected with institutions of learning
      (1) No investigation to be conducted without prior Bureau approval
      (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
      (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, including those connected with institution of learning.
      (4) Before conducting any interview with individual connected with institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview unless individual is established reliable source.
      (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
   e. Legitimate noncommunist organizations that are communist infiltrate
      (1) No investigation should be conducted without prior Bureau approval.
      (2) Investigations should be handled most discreetly by experienced Agents.
      (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include

NW 88321 DocId:32989529 Page 789

your recommendation for instituting an investigation:
(a) The Communist Party has specifically instructed its members to infiltrate the organization.
(b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.

(4) When advising Bureau, include data concerning following items:
(a) Name and address of organization
(b) Extent of communist infiltration
(c) Identities of Communist Party members and positions held in organization
(d) Informant coverage afforded organization
Set forth positions held by informants and whether informants are members or merely reporting on organization.
(e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

(5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.

(6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.

(7) Data concerning following topics should be fully developed and reported on:
(a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
(b) Address of organization
(c) Brief characterization of organization, including total membership
(d) Principal officers of organization
(e) Communist Party program to infiltrate this organization and influence its policy
(f) Results of this program, including Communist Party affiliations of officers and members

(8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.

(9) In the event infiltration of the organization reaches such proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 791

III. Persons active in Communist Party underground
IV. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency

(c) Recommendations for and removal of detcom designation

I. Approval of SAC
Designation of each subject for detcom program or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor. If individual subjects being recommended for inclusion in security index are also being recommended for detcom, above-required approval by SAC may be handled in conjunction with requirements specified in 87D 7b (4).

II. [When form FD-122 is submitted recommending either tabbing for detcom or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.]

III. [Deleted]

(d) Administrative procedures for handling detcom program
Take following action to assure that security index cards for subjects tabbed detcom for priority of apprehension will be readily available for emergency action in your office:

I. Consider each security index case for detcom tabbing whether subject's security index card is filed in geographical, special, or unavailable sections of security index.

II. Geographical section
Divide geographical section of security index into two distinct parts.

(A) Part I of geographical section shall include only security index cards for subjects who are tabbed detcom under instructions noted above.
(B) Part II of geographical section shall contain security index cards for all subjects that are NOT tabbed detcom.
(C) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I and II, in line with foregoing, so that cards tabbed detcom will be separated and maintained apart from other security index cards.
(D) No colored tabs necessary on cards of detcom subjects in geographical section.

III. Alphabetical section

(A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.
(B) Affix a colored tab to each security index card designated for detcom in alphabetical section to readily identify such subjects.
(C) Detcom tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "DC" in first line on cards and by word "DETCOM" stamped in large red letters.

NW 88321 DocId:32989529 Page 792

IV. Special section and unavailable section
Security index cards of Detcom subjects filed in special and unavailable sections are to be designated by affixing colored tabs.

(e) General

I. Tabbing of cards
No security index card is to contain tabs for any purpose other than to designate Detcom classification under foregoing provisions.

II. Removal from Detcom category
Careful analysis must be made of each case in which deletion from Detcom category is proposed. For instance, when a key figure is being removed from such status, file review may well disclose that subject qualifies for Detcom tabbing for reasons covered in 87D 7b (11) (b), above, independent of key figure status.

c. Individuals employed in or having access to key facilities

(1) Responsibility
FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency
When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

(b) Verification of key facility status of place of empl[illegible]
Department of Defense key facilities list (maint[illegible] each office) must be checked for verification of [illegible]mation that a security investigation subject's p[illegible] employment may be included in such list.

(c) Individuals denied access to restricted information
Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 794

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 795

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 796

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 797

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 798

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 800

d. Other Marxist revolutionary groups
A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

e. General
Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

2. Purposes of investigation

a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness and activities of these organizations seeking the overthrow of the U. S. Government.

b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:
(1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
(2) Development of confidential informants in all party levels, including the national headquarters organization
(3) The establishment of trash and mail covers on pertinent headquarters and party functionaries
(4) The constant effort to develop admissible evidence against party officials for violation of Federal laws

[c. Brief to establish illegal status of Communist Party, USA
(1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74)
(2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. (If no information to report, letter may be submitted.)
(3) It is advisable to use the following breakdown in preparing reports:
(a) Origin and continuity of the party
(b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
(c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.]

NW 88321 DocId:32989529 Page 801

3. Investigative procedures and suggestions
This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. [When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings.] Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

(1) Organization (Bureau file 100-3-69)

(a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. [List address and/or post office box number of party headquarters.]

(b) [Identify]principal district officials and important functionaries, together with[titles, and furnish a] short resume of important activities of each during three-month period.

(c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.

(d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.

(e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

(2) Membership (Bureau file 100-3-68)

(a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page. Office of origin, which is office cove Communist Party district headquarters, should submit following figures:

I. For entire Communist Party district

II. For individual states covered by Communist Party district

III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

I. For state or portion of state covered by that field office

II. For number of Communist Party members in the area covered by that field office

NW 88321 DocId:32989529 Page 802

(D) Whether or not defectee [illegible]ailable for interview by all Agents

(E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectees were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

(a) Membership in a basic revolutionary organization subsequent to January 1, 19[illegible], together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection

(b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.

(c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.

(d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection

(e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

NW 88321 DocId:32989529 Page 803

(3) Arrangement
This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

(a) Section A
Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:
(A) Professors, teachers, and educators
(B) Labor union organizers or leaders
(C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
(D) Lawyers, doctors, and scientists
(E) Other potentially influential persons on a local or national level
(F) Individuals who could potentially furnish material financial aid

II. Recommendations for inclusion of names in the reserve index (section A)
(A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.
(B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. [Add]on the reverse side available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards are now stored.

III. Periodic review of section A of the reserve index
Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. Form FD-154 may be used for the annual review by amending it for use in reserve index cases. This investigation should include, as a minimum:
(A) Verification of residence and employment
(B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
(C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

NW 88321 DocId:32989529 Page 804

(b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

(c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach an additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly reflect soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.

(d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the cover page(s) accompanying closing report[showing]reasons for decision.

(e) Security index cards shall be recommended by and maintained by office of origin only.

(f) [A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.]

(g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau. In latter instance, upon receipt of Bureau's response, case may be closed administratively.

(h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

NW 88321 DocId:32989529 Page 805

(i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.

(j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."

(k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.

(l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).

(5) Content and appearance of security index card

(a) Data to appear on face of card

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted[showing]the correct data to be placed on the security index card.

NW 88321 DocId:32989529 Page 806

II.	Race	
	White and Caucasian	W
	Negro	N
	Chinese	C
	Others	O
	(All others including Orientals (except Chinese), American Indians, etc.)	
III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	Communist Party, USA	COM
	Independent Socialist League	ISL
	Socialist Workers Party	SWP
	Johnson-Forest Group	JFG
	American Socialist Clubs	ASC
	Nationalist Party of Puerto Rico	NPR
	Union Del Pueblo Pro Constituyente De La Republica De Puerto Rico (Union of the People for the Establishment of the Republic of Puerto Rico)	UPR
	Proletarian Party of America	PPA
	Nation of Islam	NOI
	Russian	RUS
	Bulgarian	BUL
	Rumanian	RUM
	Czechoslovakian	CZE
	Hungarian	HUN
	Yugoslavian	YUG
VI.	Dangerousness classification (where applicable)	
	Detcom	DC
VII.	Key figure and top functionary designation (where applicable)	
	Key figure	KF
	Top functionary	TF
VIII.	Special section cards	
	United Nations employees	UNE
	Foreign government employees	FGE
	U. S. Government employees	GOV
	Atomic energy program employees	AEP
	Espionage subjects	ESP
	Pro-Tito subjects	YUG
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the Department of Defense key facilities list (where applicable)	
XII.	Residence address	
XIII.	Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.	
XIV.	Field office file number	

NW 88321 DocId:32989529 Page 807

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description
(B) Notation that security index flash notice has been submitted for posting in Identification Division
(C) Photograph, with date taken placed below
(D) Dangerous characteristics of subject, including notation if subject possesses firearms
(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the secur[illegible] index cards filed in geographical, special and unav[illegible]able sections.

III. Form FD-186 is used for purpose of compiling info[illegible]on to be posted on the separate card attached to back[illegible] the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security ind[illegible]x is maintained at the Bureau through the utilization [illegible]f IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 808

unequivocal regardless of Yugoslavia's foreign policies.

Standards for inclusion of subjects in the special section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for preparation of a security index card on an individual falling in one of the above categories, form FD-122 must include the words "Special Section" typed in the upper right portion thereof. The proper category should be typed on FD-122 in the space provided behind the words "MISCELLANEOUS (Specify)."

Security index cards to be placed in the special section shall bear the appropriate code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt from the Bureau of the three security index cards of subjects in these categories, the required additional data shall be placed on two which shall be filed alphabetically in the appropriate subsection of the special section. The third card shall be filed in the alphabetical section of the security index. Under no circumstances should special section security index cards be filed in the geographical section of the index.

When a security index subject whose card is maintained in the special section no longer comes within one of the categories of the special section, FD-122 must be submitted with the words "Remove from Special Section" typed in the space provided behind the words "MISCELLANEOUS (Specify)." If the card should be placed in the unavailable section, the statement "Place in Unavailable Section" should be added in this space. When the new cards are received from the Bureau, they should be checked for accuracy and the description and photograph, if available, should be placed on separate cards of similar size and attached to the back of two of the cards. These two cards should then be filed in the geographical or unavailable section (where applicable) and the other card filed in the alphabetical section of the security index. The old cards should be destroyed.

When a special section subject is scheduled for priority apprehension under the detcom program, the special section card shall be appropriately tabbed.

It is not contemplated that subjects of security index cards maintained in the special section will be apprehended under a mass apprehension program. The cases of such subjects shall be given individual attention upon the inception of the apprehension program and the subjects will not be apprehended in the absence of specific Bureau instructions in each case.

IV. Unavailable section

Security index cards of individuals who are missing, out of the country, or are imprisoned shall be retained in the unavailable section. This section shall be broken down into three subsections headed by tabs marked "Missing,"

NW 88321 DocId:32989529 Page 809

"Out of the Country," and "Imprisoned." The unavailable section shall be maintained in accordance with the following instructions:

(A) Missing subjects
Security index subjects are not to be included in the unavailable section as missing immediately upon determination that they are no longer located at their previously known places of residence or employment. The action required in 87D 6b (3) above must be taken prior to submitting FD-122 placing a subject in the unavailable section as a missing subject. The Bureau must be periodically advised of the investigative steps taken to locate missing security index subjects in accordance with 87D 6b (3).

If the subject is missing, the word "Missing" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)."

(B) Subjects out of the country
The security index cards of subjects who are found to have departed from the U. S. or Puerto Rico for a foreign country shall be placed in this subsection of the unavailable section of the security index unless their cards should be cancelled in accordance with instructions set forth below under 87D 7b (10) (b).

If the subject is out of the country, the words "Out of the Country" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." If the foreign address is known, place it on FD-122 in the space provided for the residence address. If the subject is only known to be in a certain foreign country and his residence there is not known or is only known to be traveling abroad, include this information on FD-122. If the subject's current employment abroad is known, include it on FD-122.

The case of any security index subject who is of the country must be followed at least each months for verification of the subject's addre the same as any other security index case, to determine if the subject has returned to this country.

Appropriate stops should be placed with the Immigration and Naturalization Service to be advised of information which may become available to it indicating the subject's return to this country.

(C) Imprisoned subjects
The cards of security index subjects who are found to be imprisoned shall be placed in the unavailable section of the security index.

If the subject is in prison, the word "Imprisoned" shall be typed on the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." The identity of the institution in which the subject is incarcerated shall be typed in the space provided for the residence address. The space for the business address shall be left blank.

NW 88321 DocId:32989529 Page 810

When it is determined that a security index subject is imprisoned, make arrangements with the confining institutions to be informed of the subject's release. An administrative tickler should be set up for a date shortly prior to the expected date of the subject's release to assure that you are informed of the subject's release. Upon receipt of advice of the release of the subject, ascertain whether the subject should be continued in the security index. If so, submit FD-122 in accordance with instructions set forth below.

Standards for inclusion of such subjects in the unavailable section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for inclusion of a subject in the unavailable section who has not previously been included in the security index or changing an existing security index card from the geographical or special sections to the unavailable section, FD-122 must include the words "Unavailable Section" typed in the upper right portion thereof.

Places of former residence or former employment are not to be included on security index cards of subjects who are missing, who are out of the country, or who are imprisoned inasmuch as such data serves no useful purpose on the card.

Security index cards to be placed in the unavailable section shall bear code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt of the three cards from the Bureau for each subject in one of these categories, place the required additional data on two which shall be filed alphabetically in the appropriate subsection of the unavailable section. File the third card in the alphabetical section of the security index.

When a subject who has been included in the unavailable section as a missing subject is located in your office territory or a subject who has been out of the country has returned to your territory or an imprisoned subject has been released, submit FD-122 showing the subject's current residence and place of employment. The words "Remove from Unavailable Section" shall be typed in the space provided behind the words "MISCELLANEOUS (Specify)" on FD-122. If the subject's card is to be placed in the special section, the statement "Place in Special Section - Espionage (or Foreign Government Employee, etc.)" should be added in this space. When the new cards are received from the Bureau, they shall be checked for accuracy and the description and photograph, if available, shall be placed on two of the three cards. These two cards shall then be filed in the geographical or special section (where applicable) and the other card shall then be filed in the alphabetical section. The old cards in the unavailable and alphabetical sections shall be destroyed.

When a subject who has been included in the unavailable section is located in another division, FD-128 shall

NW 88321 DocId:32989529 Page 811

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

(a) The data recorded on security index cards shall be in an up-to-date status at all times.

(b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects except those who are imprisoned must be checked at least once each six months. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised of any change in the subject's residence and/or business addresses. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

(c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall[show]that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.

(d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file[showing]the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be re-evaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.

(e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address[shown] thereon. In such instances, FD-122 should[show]only the changes to be made on the security index card.

(f) The project of verifying addresses of security index subjects (other than top functionaries [and]key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary [and]key figure cases are to be handled as provided in section 87D, 7f, (8). Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.

(g) [Deleted]

NW 88321 DocId:32989529 Page 812

(8) Changes, additions, and deletions of data appearing on security index cards

(a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.

(b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.

(c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.

(d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.

(e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

(f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:

I. Check accuracy of data on cards.

[II. [Deleted]

III. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.

IV. File third card in alphabetical section of security index.

V. Destroy old cards.

(9) Movement of subjects between offices and transfers of security index cards

(a) Subjects of security index cards other than key figures and top functionaries

I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.

II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.

III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title.

IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

NW 88321 DocId:32989529 Page 813

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

g. Channelizing memoranda - destruction of following submission of reports in security cases

Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases. In destroying these memoranda, be guided by the following instructions:

(1) The Agent, at the time he dictates the report, is to prepare a memorandum listing the channelizing memoranda to be destroyed by serial or serial scope and requesting the chief clerk's office to destroy. This memorandum should indicate that pertinent information contained in the serials to be destroyed was incorporated in the report. Use form FD-338 for this purpose.

(2) The cover pages accompanying the report will list the file and serial number of the original informant reports or master channelizing memoranda.

(3) In the case of multiple volumes the destruction memorandum should be prepared by the Agent in sufficient numbers so that one copy will appear in each volume of the multiple volume file being stripped.

(4) Prior to destruction, the Agent's recommendations are to be reviewed and approved by the supervisor at the time he reviews and approves the report.

(5) Employee destroying the channelizing memoranda must place date of destruction and his initials on the destruction memorandum. Thereafter, this memorandum will be filed in the case file as a permanent record of the serials destroyed.

(6) Channelizing memoranda [based on confidential investigative techniques] may be destroyed without the necessity of identifying in the cover pages of the report the exact location in the office files of the original information. The use of an asterisk identifies the source and the original information can be readily located.

(7) Channelizing memoranda of translations of foreign language newspapers and periodicals may be destroyed provided the original translation is maintained in the main file of the publication concerned.

(8) Do not destroy channelizing memoranda in the following instances:

NW 88321 DocId:32989529 Page 814

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.

III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.

IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

(4) Individuals traveling abroad (Also consider section[105G,] volume IV, of this manual.)

When information is received indicating that
- a subject of a current or past security investigation,
- a past member of a basic revolutionary organization,
- a member since July, 1950, of an organization designated pursuant to Executive Order 10450,
- a member since July, 1950, of an organization declared subversive by the House Committee on Un-American Activities or other legislative committees, or
- a member since July, 1950, of an organization described by reliable informants or sources as being dominated or controlled by one of the basic revolutionary organizations

intends to travel abroad or has already departed this country for foreign travel, take the following action:

(a) Immediately advise the Bureau in form suitable for dissemination, setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. However, do not delay advising the Bureau of the actual or intended travel while developing the above information as time is of the essence in this matter.

(b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

NW 88321 DocId:32989529 Page 815

(D) Whether or not defectee available for interview by all Agents

(E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectees were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

(a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection

(b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.

(c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.

(d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection

(e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

(3) Arrangement
This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.
(a) Section A
Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and or other action following the apprehension of security index subjects.
I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:
(A) Professors, teachers, and educators
(B) Labor union organizers or leaders
(C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
(D) Lawyers, doctors, and scientists
(E) Other potentially influential persons on a local or national level
(F) Individuals who could potentially furnish material financial aid
II. Recommendations for inclusion of names in the reserve index (section A)
(A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.
(B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. To these cards should be added the office file number and on the reverse side should be added available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards are now stored.
III. Periodic review of section A of the reserve index
Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. [Form FD-154 may be used for the annual review by amending it for use in reserve index cases.] This investigation should include, as a minimum:
(A) Verification of residence and employment
(B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
(C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

NW 88321 DocId:32989529 Page 817

d. Other Marxist revolutionary groups
A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

e. General
Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

2. Purposes of investigation

a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.

b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:
  (1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
  (2) Development of confidential informants in all party levels, including the national headquarters organization
  (3) The establishment of trash and mail covers on pertinent headquarters and party functionaries
  (4) The constant effort to develop admissible evidence against party officials for violation of Federal laws

[c. Brief to establish illegal status of Communist Party, USA
  (1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74.)
  (2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. (If no information to report, letter may be submitted.)
  (3) It is advisable to use the following breakdown in preparing reports:
    (a) Origin and continuity of the party
    (b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
    (c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.]

3. Investigative procedures and suggestions
This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

(1) Organization (Bureau file 100-3-69)

(a) Security setup of district and/or state organization. Office covering district headquarters, describe the population, the location, and size of Communist Party office facilities, rent paid, and name and number of office employees.

(b) Identities and short biographic sketches of principal district officials including chairman, secretary, and other paid and/or important functionaries, together with short resume of important activities of each during three-month period.

(c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.

(d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.

(e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

(2) Membership (Bureau file 100-3-68)

(a) [Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page.] Office of origin, which is office covering Communist Party district headquarters, should submit following figures:

I. For entire Communist Party district

II. For individual states covered by Communist Party district

III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

I. For state or portion of state covered by that field office

II. For number of Communist Party members in the area covered by that field office

NW 88321 DocId:32989529 Page 819

When possible, totals should be broken down as to nationality, race, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

(b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members [within the twelve-month period immediately preceding the submission of the quarterly report.] In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.

(c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.

(d) Results of membership recruiting drives

(e) Make discreet efforts to ascertain results of annual national registration drives.

(3) Funds (Bureau file 100-3-63)

(a) Income and expenditures

(b) Plans and results of fund drives including:

I. Total amount sought by the state Communist Party organization

II. Specific amount to be contributed by the state organization to the national committee fund drive

III. Specific amount to be contributed by the state organization to "The Worker" fund drive

IV. Specific amount to be retained by the state organization after contributing to the national committee and "The Worker" fund drives for use in the state organization's own operations

(c) Large contributions by known party groups or front organizations

(d) Identity of any new party "angels"

(e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.

(f) Any special padding of expense accounts by Communist Party functionaries should be reported.

NW 88321 DocId:32989529 Page 820

(g) Possible violations of state or Federal tax laws
(h) Disbursements and collections of the "Reserve Fund"
(i) Receipt of any money from abroad

(4) Security measures (Bureau file 100-3-84)
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.

(5) Underground operations (Bureau file 100-3-94)
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.

(6) Factionalism (Bureau file 100-3-88)
(a) Submit pertinent information reflecting that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
(b) Unusual disputes or arguments between leading communists in any district should be included in this section.

(7) International relations (Bureau file 100-3-81)
(a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
(b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
(c) Reaction of responsible Communist Party officials to events taking place in foreign countries
(d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy.

(8) United Nations (Bureau file 100-3-80)
(a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
(b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations

(9) Colonial matters (Bureau file 100-3-77)
Communist Party policy relating to colonial or semicolonial areas. While much of the information relating to this section will be submitted under "International Relations," this section covers special policy matters concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people.

NW 88321 DocId:32989529 Page 821

III. Revolutionary statements made by subject showing advocacy of overthrow of Government by force or violence
  (A) [Determine]each statement and[ascertain]full details surrounding each.
  (B) [Determine]all statements by subject showing complete adherence to principles of Marxism-Leninism or other revolutionary doctrines espoused by subversive group with which subject is identified.

IV. All other activities of subject indicating furtherance of program of subversive organizations with which he is associated
  (A) Speeches
  (B) Writings
  (C) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
  (D) [Determine]all pertinent contacts between subject and leaders of party.
  (E) [Ascertain]details concerning the subject's attendance at Lenin School, attendance at training schools of subversive organizations with which subject has been identified, or activity as instructor at such schools.

V. False statements made by subject including use of aliases Such evidence obtained from passports, voting, marital records, income tax returns, employment and selective service records, among others, may be in your files.

VI. Miscellaneous
  [Consider]pertinent items not falling under the above categories.

(b) So far as possible all reports on individuals should be confined to:
  I. Proof of membership and activity in basic revolutionary organization and/or front organizations with knowledge of purpose thereof
  II. Information concerning position and importance of subject in subversive movement
  III. Pertinent background information

Include in security reports only information pertinent to determining whether or not subject is engaged in subversive activities. [Be certain to set out the date or period to which it pertains; e.g., John Doe advised on January 15, 1958, that subject attended Communist Party meetings in January, 1942, in Syracuse, New York.]

NW 88321 DocId:32989529 Page 822

(c) Information suggestive of additional leads and information of particular significance in showing subject's knowledge of and adherence to revolutionary aims of organization or organizations with which he is associated should be fully and carefully reported.

(d) Each report is to include all information having any pertinency as to whether or not there is justification for security index card. This includes pertinent information concerning background and subversive activities.

(e) When previous summary reports which have been prepared are not suitable for dissemination because of disclosure of sources, information contained therein should be included in current summary reports with sources fully protected. Each office must be certain that all pertinent information has been incorporated in either a past or current disseminative summary report.

[(f) Frequently information will have been obtained[reporting] subject's presence at numerous meetings of subversive organizations over a period of years. In many instances these facts will have been reported by only one informant. In others, two or three informants will have reported subject's attendance at meetings. The question of pertinency of all such items is dependent upon the weight of all of the evidence obtained against the subject.

(g) Such repetitious and cumulative items to be specifically set forth in reports may be reduced in number to the point where they will be limited to a representative number of such items. Each such item specifically set forth must be fully documented.

(h) The number of such items to be included in each instance will be dependent upon the preponderance of other evidence available for inclusion in the report which will lend weight to our case against the subject.

(i) Selection of such items with regard to period of time will be dependent upon all facts developed against subject. Selection should be based upon the objective of specifically reporting data sufficient to justify continued detention of each subject if apprehended.

When selection of representative number of such items is made, they should be followed by a general statement summarizing any other items furnished by source. The summarizing statement should indicate that source advised during a specified period of time that subject also attended a certain number of other meetings during a certain period.

In the documentation of a summarizing statement set out the file number and serial scope.

[

NW 88321 DocId:32989529 Page 823

(j) [In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown; e.g., June, 1960 - June, 1961.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases with the exception of key facility cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

(k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.]

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

NW 88321 DocId:32989529 Page 824

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

(A) That subject is included in the security index
(B) That data appearing on security index card is current or requires change
(C) That FD-122 has been submitted to Bureau where security index card changes are necessary
(D) That a suitable photograph is or is not available
(E) That consideration has been given to the use of T symbols
(F) That subject is employed in a key facility and that agencies interested in that facility are specified
(G) Reason for classifying report
(H) Dates subject was previously interviewed and reason for not reinterviewing subject
(I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
(J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
(K) That subject's security index card is or is not tabbed detcom and that subject's activities do or do not warrant detcom tabbing

[III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.]

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

NW 88321 DocId:32989529 Page 825

attend party educational classes and schools within dictates of discretion and without jeopardizing their security.

(23) Communist Party attempts to infiltrate mass organizations (Bureau file 100-3-106)
Information regarding Communist Party programs and attempts to infiltrate mass organizations, such as parent-teacher associations, church groups, and civic groups

[(24) Public appearances of party leaders (Bureau file 100-3-114)
(a) Identity of national and district functionaries, openly representing the Communist Party, USA, who make public appearances on radio and television and who appear before groups, such as youth, Negro, labor, church, farm, and minority groups
(b) Date and place of appearance, identity of group sponsoring speaker, and succinct summary of subject matter discussed]

b. Communist Party, USA - strategy in industry (Bureau file 100-3-89)
A separate case shall be maintained by each office on this basic phase of Communist Party activity. Offices of origin will be the same as in the Communist Party, USA, case. Reports will be submitted quarterly. Offices with no activity to report may submit letters. The instructions in paragraphs g and h will apply, with the addition of "Strategy in Industry" to the designated captions.

The investigation in this case shall cover all plans, strategy, tactics, and infiltration activities by the Communist Party, USA, directed against all industry, with special emphasis on activities connected with basic and vital industries. Particular attention shall be given to the composition, meetings, plans, and activities of Communist Party industrial and trade-union commissions and industrial and trade-union districts and clubs. Pertinent activities of individual communists charged with Communist Party duties in this field shall be included in reports. The information reported shall be grouped according to the industry involved, rather than according to individual labor unions. Refer to the subsection F on investigation of communist infiltration of labor unions and subsection H on Communist Control Act of 1954 for instructions regarding investigations concerning communist infiltration of specific labor unions.

c. Any important developments concerning pertinent phases of Communist Party activity, such as certain security measures, important national or regional Communist Party meetings, changes in personnel in national Communist Party organization, underground activities, and other important matters should be brought to attention of Bureau by teletype, airtel, or letter as circumstances may require and later incorporated in quarterly reports. Such information, where pertinent, is disseminated on high level to other Government officials. Each office is to carefully evaluate data thus submitted so Bureau will at all times be advised of important developments and so no unnecessary duplication will result in reporting such information.

d. Extreme care must be used to assure statements relating to affiliations or membership in proscribed or subversive organization are accurate in all respects. Identification of suspected organizations or individuals with information of a possible subversive nature must be accomplished by showing exact basis for such identification, plus corroboration for same wherever possible. In no case should a person be referred to as a "known communist" unless he is publicly known as such. Whenever an individual other than the subject of a report is mentioned for the purpose of showing subversive activity or sympathy on the part of the subject, the individual so mentioned should be described with an authoritative statement showing the subversive connection; e.g., "Reported by T_____ to have been a member of the White Collar Club of the Communist Party in 1945."

e. Specific requirements relating to Communist Party, USA, investigations
   (1) New York Office has responsibility of investigating and reporting separately on national committee meetings, national training schools, and other important national meetings. New York is responsible for reporting activities of the New York District.

f. Socialist Workers Party and other Marxist-Leninist or Trotskyite groups
   The New York Office should submit quarterly reports on the Socialist Workers Party designating reports as pending. Separate reports should be submitted: one pertaining to local activities, the other pertaining to activities on a national basis. Auxiliary offices should submit reports each six months and may carry their cases in a pending-inactive status. Reports on less active Marxist-Leninist groups should be submitted semiannually and also may be carried as pending inactive.

g. Classification - 100

h. Title and character of communications
   (1) Communist Party, USA
   Entitle all communications covering a national convention or national organizational activity of the party:

   Communist Party, USA
   Internal Security - C

   Caption all communications covering activities in a particalar district:

   Communist Party, USA
   ___________ District
   ___________ Division
   Internal Security - C

   Caption all communications covering activities in states not included in a district:

   Communist Party, USA
   State of ___________
   ___________ Division
   Internal Security - C

   (2) Socialist Workers Party
   Entitle all communications covering a national convention or national organizational activity of the Socialist Workers Party:

   Socialist Workers Party
   Internal Security - SWP

   Caption all communications covering activities within a particular field division:

   Socialist Workers Party
   ___________ Division
   Internal Security - SWP

   (3) Other Marxist revolutionary groups
   All communications covering other Marxist revolutionary groups should carry the name of the organization and the classification, Internal Security; e.g.,

   Proletarian Party of America
   Internal Security - PPA

NW 88321 DocId:32989529 Page 827

II. Race

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others including Orientals (except Chinese), American Indians, etc.)

III. Sex

Male	M
Female	F

IV. Citizenship

Native born	NB
Naturalized	NA
Alien	AL

(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)

V. Organizational affiliation or nationalistic tendency

Communist Party, USA	COM
Independent Socialist League	ISL
Socialist Workers Party	SWP
Johnson-Forest Group	JFG
American Socialist Clubs	ASC
Nationalist Party of Puerto Rico	NPR
Union Del Pueblo Pro Constituyente De La Republica De Puerto Rico (Union of the People for the Establishment of the Republic of Puerto Rico)	UPR
Proletarian Party of America	PPA
Nation of Islam	NOI
Russian	RUS
Bulgarian	BUL
Rumanian	RUM
Czechoslovakian	CZE
Hungarian	HUN
Yugoslavian	YUG

VI. Dangerousness classification (where applicable)

Detcom	DC

VII. Key figure and top functionary designation (where applicable)

Key figure	KF
Top functionary	TF

VIII. Special section cards

United Nations employees	UNE
Foreign government employees	FGE
U. S. Government employees	GOV
Atomic energy program employees	AEP
Espionage subjects	ESP
Pro-Tito subjects	YUG

IX. Unavailable section cards

Missing	MI
Out of country	OC
Imprisoned	PR

X. Date and place of birth

XI. Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the Department of Defense key facilities list (where applicable)

XII. Residence address

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. [Labor union affiliation, if any.]

XIV. Field office file number
(to be added to the face of geographical and alphabetical security index cards upon receipt from Bureau)

NW 88321 DocId:32989529 Page 828

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

(C) Photograph, with date taken placed below

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 829

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 830

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 831

(b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

(c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach an additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly reflect soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.

(d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the cover page(s) accompanying closing report [showing] reasons for decision.

(e) Security index cards shall be recommended by and maintained by office of origin only.

(f) [A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.]

(g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau. In latter instance, upon receipt of Bureau's response, case may be closed administratively.

(h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

NW 88321 DocId:32989529 Page 832

(i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.

[(j) [When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with Communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."]

(k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.

(l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for field office file number, description, and photograph. Office file number should be placed on face of all cards. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information other than office file number shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).

(5) Content and appearance of security index card

(a) Data to appear on face of card

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted reflecting the correct data to be placed on the security index card.

NW 88321 DocId:32989529 Page 833

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

(a) The data recorded on security index cards shall be in an up-to-date status at all times.

(b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects except those who are imprisoned must be checked at least once each six months. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised of any change in the subject's residence and/or business addresses. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

(c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall[show]that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.

(d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file[showing]the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be re-evaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.

(e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address[shown] thereon. In such instances, FD-122 should[show]only the changes to be made on the security index card.

(f) The project of verifying addresses of security index subjects (other than top functionaries [and]key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary [and]key figure cases are to be handled as provided in section 87D, 7f, (8). Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.

(g) [Deleted]

NW 88321 DocId:32989529 Page 834

(8) Changes, additions, and deletions of data appearing on security index cards

(a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.

(b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.

(c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.

(d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.

(e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

(f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:

I. Check accuracy of data on cards.

II. Place office file number on face of all cards.

III. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.

IV. File [third] card in alphabetical section of security index.

V. Destroy old cards.

(9) Movement of subjects between offices and transfers of security index cards

(a) Subjects of security index cards other than key figures and top functionaries

I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.

II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.

III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, [photograph if available, [and security index cards. [FD-128 should show full title.]

IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

NW 88321 DocId:32989529 Page 835

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index

In recommending key facility employee for inclusion in security index, FD-122 is to contain:

(a) Key facility geographical reference number
(b) Abbreviation for agency having security responsibility
(c) Abbreviations for interested agencies obtained from Department of Defense Key Facilities List. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
(d) Abbreviation AEC immediately following abbreviation for agency having security responsibility when abbreviation of responsible agency on key facilities list is followed by asterisk, which denotes Atomic Energy Commission is involved in security responsibility. This data will appear on security index cards returned from the Bureau.

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) [Deleted]

(4) Dissemination

Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by [letter]to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to local representatives of interested intelligence agencies as reflected in key

NW 88321 DocId:32989529 Page 836

facilities list, including in all cases the agency having security responsibility. Copies of reports for the Marine Corps should be disseminated locally to ONI.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(5) Status of cases

[After all active investigation conducted, place in a[closed]
[status. Forty-five days before report due, make case pending
[active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

[d. Key figure and top functionary program

(1) General

Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition

A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

I. National, district, and state officers and the principal officers of the local clubs of the Communist Party

II. The principal organizers of the Communist Party

III. Those communists who are executive officers or outstanding figures in established communist front or controlled organizations, foreign language groups, and Negro organizations infiltrated by communists

IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

NW 88321 DocId:32989529 Page 837

VII. Maintenance of key figure list

(A) Each office must maintain current list of key figures including top functionaries. List may be kept by simple list system, by maintaining a file wherein all additions and deletions to the list are reported, or by a card index system. Maintain key figure list separate from security index.

(B) Key figures should retain their designation notwithstanding their departure for foreign travel or other circumstances requiring temporary discontinuance of investigation.

(C) Should a key figure become subject of a security of Government employees investigation, his name should continue to appear on the key figure list, but the investigation shall proceed in accordance with existing instructions governing SGE cases.

VIII. [Deleted]

(3) Top functionaries

(a) Definition

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in party organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements.

(b) Manner of designation

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement.

NW 88321 DocId:32989529 Page 838

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

(c) Regulations governing top functionaries

I. Regulations set forth under (2) (b) above pertaining to key figures relative to photographs, handwriting specimens, security index cards, change of office of origin, detcom tabbing, character of reports, and inclusion in the key figure list apply to individuals designated as top functionaries.

II. Reports
Submit reports on top functionaries quarterly. Make status pending-inactive if there are no outstanding leads for active investigation.

e. Correlation of other investigations with the security index and [reserve]index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or[reserve index.

(1) Espionage and foreign intelligence investigations
Subjects of these investigations must be included in the security index and/or the[reserve]index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the [reserve]index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations
Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or[reserve]index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports[showing]disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports[showing]the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, Voice of America applicant, departmental applicant, Bureau applicant, and other Bureau investigations
Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the[reserve]index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports[showing]disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

NW 88321 DocId:32989529 Page 839

(6) Character

(a) Key figures and top functionaries

Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Internal Security - C
Internal Security - SWP

(b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. In any event, if subject is employed in a key facility, add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted

(8) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries

I. Pending inactive

(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures

I. Pending inactive

(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(c) [Deleted]

NW 88321 DocId:32989529 Page 840

(d) Other security index subjects
I. Closed
(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

(e) Cases of subjects recommended for security index
I. Pending inactive
(A) If all active investigation completed at the time FD-122 forwarded to Bureau
(B) Lead to follow Bureau for security index card should be set forth.
II. Closed
(A) Upon receipt of security index card from Bureau
(B) Thereafter follow by administrative tickler for investigative report as in (d) above.

(f) Subjects not in security index who are not to be included therein
I. Closed
(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(9) [Content]
(a) [In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.]
I. Background
(A) Birth date
(B) Citizenship status
(C) Education
(D) Marital status
(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
(F) Identification record
(G) Employment
(H) Residence
(I) Status of health (if known)
II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)
(A) Information concerning admission to revolutionary group including sponsors, etc.
(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 841

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

g. Channelizing memoranda - destruction of following submission of reports in security cases

Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases. In destroying these memoranda, be guided by the following instructions:

(1) The Agent, at the time he dictates the report, is to prepare a memorandum listing the channelizing memoranda to be destroyed by serial or serial scope and requesting the chief clerk's office to destroy. This memorandum should indicate that pertinent information contained in the serials to be destroyed was incorporated in the report. [Use form FD-338 for this purpose.]

(2) The cover pages accompanying the report will list the file and serial number of the original informant reports or master channelizing memoranda.

(3) In the case of multiple volumes the destruction memorandum should be prepared by the Agent in sufficient numbers so that one copy will appear in each volume of the multiple volume file being stripped.

(4) Prior to destruction, the Agent's recommendations are to be reviewed and approved by the supervisor at the time he reviews and approves the report.

(5) Employee destroying the channelizing memoranda must place date of destruction and his initials on the destruction memorandum. Thereafter, this memorandum will be filed in the case file as a permanent record of the serials destroyed.

(6) Technical and microphone surveillance channelizing memoranda may be destroyed without the necessity of identifying in the cover pages of the report the exact location in the office files of the original information. The use of an asterisk identifies the source and the original information can be readily located.

(7) [Channelizing memoranda of translations of foreign language newspapers and periodicals may be destroyed provided the original translation is maintained in the main file of the publication concerned.]

(8) Do not destroy channelizing memoranda in the following instances:

NW 88321 DocId:32989529 Page 842

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.

III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.

IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

(4) Individuals traveling abroad (If subject is a resident alien, also consider section 105E, 4, volume IV, of this manual.)
When information is received indicating that
[a subject of a current or past security investigation,
a past member of a basic revolutionary organization,
a member since July, 1950, of an organization designated pursuant to Executive Order 10450,
a member since July, 1950, of an organization declared subversive by the House Committee on Un-American Activities or other legislative committees, or
a member since July, 1950, of an organization described by reliable informants or sources as being dominated or controlled by one of the basic revolutionary organizations]
intends to travel abroad or has already departed this country for foreign travel, take the following action:

(a) Immediately advise the Bureau in form suitable for dissemination, setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. However, do not delay advising the Bureau of the actual or intended travel while developing the above information as time is of the essence in this matter.

(b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

NW 88321 DocId:32989529 Page 843

(c) In the case of an individual previously the subject of investigation, the case should be brought up to date by the prompt submission of a report in the event there is unreported information contained in the file. If reports have not previously been submitted in the case, a letterhead memorandum summarizing the available subversive data should accompany the initial letter advising the Bureau of the proposed travel.

(d) Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such and, frequently, requests are made of one or all of the above to place stops with appropriate security services abroad to be advised of the activities of these subjects.

(e) When information is received that an individual with a subversive background[falling within the categories set out previously herein]is forming a tour group for foreign travel or an organization which is considered subversive is sponsoring such a tour, advise appropriate offices under the caption of the tour name or the organization sponsoring the tour of the identities of the individuals participating in the tour and furnish the Bureau a letterhead memorandum suitable for dissemination to the State Department, the Central Intelligence Agency, and appropriate legal attaches, including therein all readily available information pertaining to the tour, such as itinerary, pertinent dates, names of individuals making up the tour with addresses, if available, and a thumbnail sketch of the organization or individual sponsoring the tour.

Letterhead memoranda relating to the tours will be disseminated by the Bureau with a statement that, as individuals participating are identified, recipients will be furnished with memoranda under the individual case caption where those individuals are found to have subversive backgrounds. Therefore, the appropriate field offices should immediately identify and submit individual memoranda concerning such individuals. The details of travel will be replaced by a reference to the memorandum previously prepared under the caption of the organization sponsoring the tour. Prepare individual memoranda only in the cases of individuals with subversive backgrounds[falling within the categories set out previously herein.]

In addition, appropriate offices should submit a letter to the Bureau under the organization caption listing the names of those individuals residing within their territory who are traveling with the tour group and on whom no subversive information is found.

(f) Advise the Bureau promptly in form suitable for dissemination of a subject's return from travel abroad in those instances in which stops have been placed with security services abroad through the agencies listed above. In instances in which an individual against whom stops have been placed has traveled to any country behind the Iron Curtain, the Bureau shall also be furnished at that time with recommendations as to the desirability of interview of such person and with advice as to whether additional investigation concerning him is contemplated. In the event such an interview is authorized, it shall be conducted promptly and the case shall not be closed until such interview is had and the results thereof submitted in report form.

(g) In some instances a security investigation of a subject not yet included in the security index may be in progress at the time it is found that the subject has recently departed for a foreign country. If the evidence developed at that time warrants the inclusion of the subject in the security index were it not for the fact that he is outside the U. S., form FD-122 should be submitted recommending his inclusion in the unavailable section of the security index. After all initial investigation is completed, the subject's case will be handled the same as those of other subjects of a similar status who are included in the unavailable section as out of the country.

If the subject is an alien who has been deported or has otherwise permanently departed from the U. S., he should not be included in the security index.

When it is determined that a security index subject has departed for a foreign country, his security index card shall be placed in the unavailable section and his case handled in accordance with the instructions set forth under 87D 7b (6) (b) IV.

(5) Investigative techniques

While it is not possible to enumerate all investigative techniques which can and should be employed in these investigations, there are certain proven techniques which have been used with continued success and should be applied wherever possible.

(a) File reviews

Upon the initiation of a security investigation of an individual, check the office indices and review files thoroughly for any pertinent information on record showing background and subversive activity of each individual subject. Include such information in the initial investigative report.

Once a main security file has been opened for an individual, subsequent information received concerning him should be channelized to that file. The reference cards pertaining to the subject should be consolidated in the indices after each check and review of files has been made.

(b) Security informants

Success of security investigations of individuals is primarily dependent upon a broad confidential informant coverage within every phase of subversive activity. Information and evidence developed through such sources are unsurpassed in value because of possible use not only for intelligence purposes but also as admissible evidence.

NW 88321 DocId:32989529 Page 845

(B) During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted

II. Closed cases where the subject is on the security index and no prior interview has been conducted

III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.

IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.

V. Security subjects who have publicly disclosed previous contacts

VI. Subjects of section A reserve index cards

In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsibility of submitting reports in security cases when due; e.g., annual reports in routine security index cases and six-month reports in key figure cases.

VII. The request for Bureau authority for the interview should be set forth in the first paragraph of the letter and unless you are recommending a special manner or procedure for conducting the interview, the first paragraph should contain the following statements:

"Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions [will be] conducted and Bureau will be requested to authorize recontact with subject as a PSI."

[Form FD-336 contains the above statement and may be used in requesting Bureau authority for the interview.]

The above statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.

NW 88321 DocId:32989529 Page 846

VIII. Letters requesting Bureau authority for the interview must contain the following information, if available:

(A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health

(B) Marital status. If married, the occupation, employment, and race of the spouse.

(C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.

(D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation

(E) Membership or affiliation of any other close relatives in subversive groups

(F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse

(G) What is expected to be gained by the interview

IX. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.

X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.

XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.

XII. Upon receipt of Bureau authority, the interview must be conducted within[45]days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next[45]days. At the end of the second[45-day]period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.

(f) Preparations for and conduct of interviews

I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.

II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

NW 88321 DocId:32989529 Page 847

(10) Submit semiannual letters March 1 and September 1 under caption "Communist Infiltration of Mass Organizations," Bufile 100-3-106. Set forth desired data utilizing following topical outline and headings:

(a) I. Data concerning Communist Party program
Set forth details of data received concerning Communist Party's program, both nationally and locally, to infiltrate mass organizations; steps taken to carry out program; and success being achieved by party.

(b) II. Organizations concerning which data previously submitted
[[Only]list names and Bureau file numbers, if known, of those organizations concerning which data has been furnished to Bureau since submission of previous semi-annual letter.

(c)III. Organizations concerning which data being submitted by instant letter
List the names and Bureau file numbers, if known, of
[those organizations concerning which data is being submitted with semiannual letter[for the first time.] Submit data as enclosure to letter. Utilize five-point outline set out under item (4) above. Submit separate enclosure on each organization listed in this category. Furnish two copies of each enclosure and sufficient copies of cover letter in order that copy of semiannual letter and enclosure can be placed in Bureau file on organization. This will eliminate necessity of submitting summary letter under each individual case caption. Do not use T symbols in enclosure, but set out identity of sources.

f. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

g. Photographic surveillances

(1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.

(2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.

(3) No such surveillances should be instituted without specific Bureau authority.

NW 88321 DocId:32989529 Page 848

3. Investigative procedures and suggestions re communist front organizations
To accurately and clearly show true nature of communist front groups, data concerning the following topics, where applicable, should be fully developed and reported on:

a. Origin and scope
Date of formation. Circumstances under which founded. Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group. Identify all known chapters, if any, and location thereof.

b. Whether incorporated
Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.

c. Aims and purposes

d. Location of headquarters

e. Officers
List principal officers, board of directors, etc., and appropriate characterization of each showing communist affiliation.

f. Membership
Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records reflecting affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.

g. Official organ, if any, and other literature
(1) May be obtained through confidential mailbox, panel sources, and confidential informants
(2) All such literature should be appropriately identified.
(3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.

h. General activities

i. Finances
Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts.

j. Support given to Communist Party
Preponderance of evidence should be developed reflecting support, financial or otherwise, given by the organization to the Communist Party.

k. Support received from Communist Party
Preponderance of evidence should be developed reflecting support, financial or otherwise, received by the organization from the Communist Party.

l. Implementation of Communist Party line
Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

NW 88321 DocId:32989529 Page 849

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.

III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.

IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

[(4) Individuals traveling abroad[(If subject is a resident alien,
[also consider section 105E, 4, volume IV, of this manual.)]

When information is received indicating that any individual on whom we have subversive derogatory information intends to travel abroad or has already departed this country for foreign travel, take the following action:

(a) Immediately advise the Bureau in form suitable for dissemination, setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. However, do not delay advising the Bureau of the actual or intended travel while developing the above information as time is of the essence in this matter.

(b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

(c) In the case of an individual previously the subject of investigation, the case should be brought up to date by the prompt submission of a report in the event there is unreported information contained in the file. If reports have not previously been submitted in the case, a letterhead memorandum summarizing the available subversive data should accompany the initial letter advising the Bureau of the proposed travel.

(d) Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such and, frequently, requests are made of one or all of the above to place stops with appropriate security services abroad to be advised of the activities of these subjects.

NW 88321 DocId:32989529 Page 850

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 851

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 852

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

[g. Channelizing memoranda - destruction of following submission of reports in security cases

Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases. In destroying these memoranda, be guided by the following instructions:

(1) The Agent, at the time he dictates the report, is to prepare a memorandum listing the channelizing memoranda to be destroyed by serial or serial scope and requesting the chief clerk's office to destroy. This memorandum should indicate that pertinent information contained in the serials to be destroyed was incorporated in the report.

(2) The cover pages accompanying the report will list the file and serial number of the original informant reports or master channelizing memoranda.

(3) In the case of multiple volumes the destruction memorandum should be prepared by the Agent in sufficient numbers so that one copy will appear in each volume of the multiple volume file being stripped.

(4) Prior to destruction, the Agent's recommendations are to be reviewed and approved by the supervisor at the time he reviews and approves the report.

(5) Employee destroying the channelizing memoranda must place date of destruction and his initials on the destruction memorandum. Thereafter, this memorandum will be filed in the case file as a permanent record of the serial destroyed.

(6) Technical and microphone surveillance channelizing memoranda may be destroyed without the necessity of identifying in the cover pages of the report the exact location in the office files of the original information. The use of an asterisk identifies the source and the original information can be readily located.

(7) Do not destroy channelizing memoranda in the following instances:

NW 88321 DocId:32989529 Page 853

[(a) When the original information is not contained elsewhere
[in your office
[(b) Serial one of a file regardless of its nature
[(c) Serials containing indexing. It would appear that if
[indexing was necessary to channelizing memoranda, such
[indexing would only be done in the main case file as set
[forth in the title of the communication.
[(d) Serials showing "action" information; e.g., opening,
[closing, posting, or instructions given by a supervisor
[to an Agent concerning the case.

[The destruction of these channelizing memoranda should be subject
[to close supervisory control to insure that all pertinent information
[contained in these memoranda is reported in the investigative report.]

8. Dissemination of data developed in security investigations

The proper utilization of information received by the Bureau is foremost among our responsibilities as an investigative agency. It is the Bureau's duty to keep the proper intelligence agencies informed concerning information of interest to them. Further, information which comes to the attention of the Bureau in connection with the conduct of investigations normally and regularly within the jurisdiction of the Bureau, which information is believed to be of interest to another agency within the executive branch of the Government, should be forwarded to the interested agency unless there are good and compelling reasons not to do so. This is in line with the Delimitations Agreement and Presidential directives which provide for the dissemination to other agencies of information relating to espionage, sabotage, subversive activities, and related matters where the specific agency has a present or potential interest in the information.

Set out hereafter is a summarization of existing Bureau requirements regarding dissemination of security information developed on individuals during the course of regular investigations in the security field. It

NW 88321 DocId:32989529 Page 854

should be apparent that all conceivable situations cannot be anticipated. For that reason, the data below should be considered as pertaining to representative situations which occur frequently enough to warrant specific treatment. The basic rule to follow is, of course, that security information must be furnished promptly to interested agencies in the executive branch of the Government and that the term "interested agency" must be interpreted in the light of reason and common sense. Any unusual situations should be brought to the attention of the Bureau promptly for consideration and disposition.

Considerations affecting the national defense in Alaska, Hawaii, and Puerto Rico necessitate that the broadest possible construction be given to the existing requirements of dissemination to the intelligence services located in those areas. The Anchorage, Honolulu, and San Juan Offices should adhere to such policy and effect such dissemination as to discharge fully our responsibilities as laid down in Bureau instructions, together with practices which have been dictated by circumstances within those particular offices.

[The material set out below must be read in conjunction with the Manual of Rules and Regulations,[part II,]section 5, which discusses the Bureau's over-all responsibilities in dissemination, together with existing policies, qualifications, and exceptions.

a. Data developed concerning subjects of security investigations and other persons coming within investigative jurisdiction of the Bureau

(1) Aliens and naturalized citizens

Information concerning aliens and naturalized citizens which might have a bearing on the deportation or denaturalization of such individuals should in all instances be forwarded to the Immigration and Naturalization Service. Refer to [the Manual of Rules and Regulations,[part II,]section 5. If any doubt exists, the matter should in all instances be resolved in favor of dissemination.

(2) Employees of or persons having regular access to key facilities or employees of plants having contracts with the military services

Dissemination in these cases is treated specifically in section 87D 7c (4) of this manual.

(3) Employees of public utilities (including state and municipal facilities) which are not on the key facilities list or otherwise falling into the category defined in (2) above, and facilities which are or may become engaged in the manufacture of materials vital to the national defense

Dissemination should be made locally to G-2 and, in addition, to other intelligence services if their interest is apparent in individual cases or in specific facilities.

(4) Individuals on inactive duty but who are members of or hold commissions in the reserve branches or National Guard

Dissemination should be made locally to the appropriate military intelligence service. Dissemination to headquarters of the appropriate services will be made at SOG.

(5) Seamen and subjects employed in the maritime industry, including longshoremen and other water-front employees

Dissemination should be made to the Coast Guard on a local level and, when circumstances dictate, to other intelligence agencies, including ONI, which have an interest in the data reported. Appropriate dissemination on a headquarters level will be made at SOG.

(6) Employees of the Federal Government within the purview of Executive Order 10450

No dissemination of the reports in security of Government employees cases may be made in the field. If, however, subject is employed

NW 88321 DocId:32989529 Page 855

(1) Handwriting specimens

I. If, during the investigation of security matter cases, it is disclosed that samples of the subject's handwriting are readily available, obtain specimens for possible future use and maintain in the file in the field.

II. A case is not to be left in a pending status merely for the purpose of obtaining handwriting specimens.

III. Handwriting specimens must be obtained for all key figures and forwarded to the Bureau.

[(m) Labor union membership
[If the subject is being investigated because of Communist
[Party membership, ascertain the identity of any labor
[organization of which he is a member and what position he
[holds in the labor organization, if any. (See section
[124, volume IV, of this manual for possible violations
[involved.)]

(2) Subversive activity

(a) Membership or affiliation

Obtain admissible and convincing evidence that the subject is a member of, or affiliated with, one of the basic revolutionary organizations and/or front organizations wherever possible. Such evidence may be either direct or circumstantial, or both. It is not possible to list the innumerable and varied forms in which such evidence may be found. Some of the more common types are:

I. Oral or written statements or admissions of the subject made publicly or privately to other individuals

II. Statements of confidential informants and other persons who are in a position to know the facts and can testify to them

III. Official letterheads and documents of subversive organizations containing information which identifies the subjects with the organizations. This will include membership and dues records wherever obtainable.

IV. Selective service records in which the subject admits membership in or position with a subversive organization

V. Attendance at closed meetings and conventions of a subversive organization

VI. Letters to publications, public officials, or other persons signed by the subject in an official position with a subversive organization or wherein the subject admits membership in or adherence to the principles of a subversive organization

VII. Recruitment or attempt to recruit members for a subversive organization

VIII. Solicitations or contributions of funds for subversive organization

IX. Seeking public office as a candidate for a subversive organization

X. Association with other individuals who are known to be members of or affiliated with subversive organizations

With regard to the question of membership, attention is directed to section 87H of this manual relating to the provisions of the Communist Control Act of 1954. This act sets out a list of 14 criteria itemized in 87H 2, which should be considered "in determining membership or participation in the Communist Party or any other organization defined in this Act, or knowledge of the purpose or objective of such party or organization...." These criteria include, e.g., listing as a member in organization records, contributions to the organization, and acceptance of organization discipline.

(b) Knowledge of aims and purposes

Admissible and convincing evidence that the subject knows the aims and purposes of the subversive organizations to overthrow the Government by force and violence should also be obtained. Mere proof of membership in or affiliation with such an organization is not sufficient to prove such knowledge.

NW 88321 DocId:32989529 Page 856

Proof that the subject has such knowledge of the revolutionary purposes of the organization may be existent in several forms, several of which are discussed below:

I. Direct admissible evidence, such as statements made by the subject, or by responsible officials of the subversive organization in the subject's presence at organizational classes or meetings expounding the organization's doctrine in which the necessity or advisability of using force or violence in the overthrow of the Government is asserted, should be obtained, if at all possible.

Occasionally, statements of this nature are available in the subject's writings, sometimes in an indirect or veiled form.

II. Length of time in a subversive organization

III. Official positions held in the organization especially in educational, propaganda, or policy-making capacities

IV. Charter membership in the organization, participation in the original establishment of the organization

V. Extensive and long-continued participation in various organizational activities

VI. Attendance or teaching at organization schools or classes, especially leadership classes

VII. Preparation or distribution of party propaganda

VIII. Recruiting and fund-raising activities

IX. Possession of Marxist or revolutionary literature

X. Urging others to read literature of a revolutionary character, etc.

While none of the above types of evidence may be of sufficient value alone, a combination of a number of them may constitute convincing proof.

It should be remembered that the revolutionary purposes of a subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such obscure statements should not be ignored, but should be fully reported as it may be possible in legal proceedings to bring out the significance of such statements through expert witnesses, the testimony of informants, or the introduction of literature clarifying them. Confidential informants and other sources should be carefully interrogated and files thoroughly reviewed for the purpose of developing all revolutionary statements. In such instances, complete details should be obtained, together with all corroborating evidence. The names of all persons present when such statements are made should be ascertained and the facts reported in the individual case file of the person making the statement and of all persons present when the statement was made. The circumstances under which the statement was made should, of course, be ascertained and reported.

(c) Position and importance

I. Information reflecting the importance of an individual to a subversive organization or movement should be fully developed and reported. The member or affiliate may be dangerous or important because of his position, influence or activities outside the organization, or both. The facts in this regard should be fully developed. The individual may hold an important and strategic position or exercise great influence in a labor organization or other mass organization; in a racial, nationality, youth or other group; in an important front organization; in radio, newspaper, motion picture or other cultural,

NW 88321 DocId:32989529 Page 857

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 858

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 859

This should be done prior to requesting authority to institute the investigation where sufficient identifying information is not otherwise available.

(b) Contacts during investigation

I. Once Bureau authority is granted to conduct the investigation, it is permissible to contact:

(A) All established reliable sources, including those connected with the institution of learning

(B) All individuals not connected with the institution of learning who, consistent with discretion, would be contacted in a usual security case; e.g., neighbors, credit agencies, past employers, etc.

(C) Registrars
If the registrar is reliable and can be depended upon not to divulge the Bureau's identity, Bureau authority is not needed in these cases to contact the registrar's office to obtain background data useful for identification purposes, to develop other proper investigative leads, or to verify connection with the institution of learning.

II. Superiors of faculty members
No contact should be made with the superiors of a subject who is a member of the faculty since the superiors might take action against the subject as a result of our contact.

III. Students, faculty members, or other employees
If, during the course of an investigation of a subject who is connected with an institution of learning, it is desired to interview a student, faculty member, or other employee of an institution of learning who is not an established reliable source, prior Bureau authority must be obtained. When requesting authority to interview such an individual, that individual's name, position, and a positive statement concerning his discretion and reliability should be furnished to the Bureau.

(c) Receiving voluntary information
These instructions must not deter or prevent the immediate and proper interview of any person connected with an institution of learning who desires of his own volition to furnish information to the Bureau or who desires to be contacted by an Agent.

(2) Subjects not connected with an institution of learning
When the subject of a security-type investigation is not connected with an institution of learning and you desire to interview, in connection with the case, a student, faculty member, or other employee of an institution of learning, prior Bureau authority must be obtained for such an interview unless the student, faculty member, or other employee is an established reliable contact of the office. In requesting authority, the name, position, and a positive statement concerning that person's discretion and reliability should be furnished to the Bureau.

(3) Contacts of foreign establishments
In connection with investigations of contacts of Soviet, satellite, and Yugoslav officials and official establishments, [except for inquiries of reliable established sources,] Bureau authority must be obtained before conducting any inquiries or surveillances at any school, college, or university. Submit complete facts and your recommendation when requesting such authority.

b. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishments, employees of the United Nations or international organizations, and members of the armed forces
Should information be received or investigation develop the fact that an individual being investigated under a security caption is or becomes

NW 88321 DocId:32989529 Page 860

an employee of the U.S. Government, of a foreign official establishment, of the United Nations or other international organizations, has foreign diplomatic or official status or is a member of the U.S. armed forces, the matter should be immediately reported to the Bureau and no further investigation should be conducted except upon specific Bureau authority.

6. Investigative procedures concerning individuals

a. General

These investigations must be thorough and exhaustive. Obviously, the dangerousness of an individual cannot be determined through cursory investigation. All pertinent information concerning the subject's background and subversive activity must be fully developed and reported to assure an accurate evaluation of his degree of dangerousness.

Due to the intelligence nature of these investigations, discretion must be used at all times to prevent subjects from becoming unduly apprised that they are under investigation by this Bureau.

Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority.

b. Scope of investigations

Set forth below are items which should be obtained during these investigations.

(1) Background

(a) True name and aliases

(b) Residence address

(c) Occupation or business

(d) Business or employment address

(e) Citizenship status

Ascertain the citizenship status of the subject as early as possible in the investigation.

I. Alien

(A) If the subject is an alien, determine the date and place of birth.

(B) Determine his nationality (that is, the country of which he is a citizen or sovereign of which he is a subject), together with the date, port and vessel or other means of entry into the U.S.

(C) Determine whether the subject entered as an immigrant or nonimmigrant.

(D) Ascertain any steps taken toward naturalization and reason for denial of citizenship where such denial exists.

(E) Ascertain any available facts indicating whether entry into the U.S. was legal or illegal.

II. Naturalized citizen

(A) Ascertain date and place of birth, nationality prior to naturalization, date, port and vessel or other means of entry into the U.S.

(B) Ascertain the date when, place and court where, subject was naturalized and any facts tending to indicate fraud or illegality in connection with his naturalization.

(C) Ascertain the last place of foreign residence, place from which the subject emigrated to the U.S. and the date of such emigration.

(D) Ascertain any absences from the U.S.

III. Native-born citizen

(A) Determine date and place of birth.

(f) Nationality background

I. During the course of investigation, efforts should be made to ascertain from sources contacted the date and place of birth of the subject's parents and spouse and the parents of the spouse.

NW 88321 DocId:32989529 Page 861

II. No investigation should be conducted solely to obtain such information but include such data in the report. Separate reports setting out such data are not desired.

(g) Military record

I. Determine whether the subject has ever served in the U. S. armed forces.

II. Determine the time, place, and circumstances of such service, as well as the type of discharge received.

III. Report information concerning membership in veterans' organizations.

IV. Determine whether subject ever served in the armed forces of any foreign government, in connection with which available pertinent facts should be obtained.

(h) Close relatives in armed forces

I. Determine whether the subject has any close relatives in the armed forces or in other positions of trust and confidence, whether public or private, having to do with national defense.

(i) Identification record

[I. Be alert for indications a subject of a security investigation has an identification record[showing] arrests and/or civil data. Local police records should be checked.

[II. When a subject has been approved for the security index[or reserve index A,]submit form FD-165 to request a check of the records of the Identification Division and the posting of a flash notice if fingerprints are found. FD-165 will be returned if a positive identification cannot be made with fingerprints already on file. In such cases, either copies of one or more identification records which may or may not pertain to the subject will be attached or the form will be stamped: "Unable to identify in Ident Division files. Bureau should be furnished fingerprints or additional identifying data."

III. The office of origin is responsible for effecting identification when a record has been furnished by the Identification Division as being possibly identical. If a positive identification cannot be made, it is not necessary to communicate with the Identification Division.

[IV. Security flash notice (form FD-165)

[[(A) Flash notices shall be placed with the Identification Division on security index subjects[and reserve index A subjects]who have identification records. Form FD-165 is used to place and cancel these notices and to obtain a transcript of subject's record.

[[(B) Do not maintain a security flash notice for any security index[or reserve index A]subject when no identification record for subject exists in the Identification Division.

[[[(C) Do not place a security flash notice on a subject of a security investigation who is not included in the security index[or reserve index A.]

NW 88321 DocId:32989529 Page 862

(D) When the office of origin for a security index [or reserve index A]subject against whose identification record a notice has been placed is changed, form FD-128[or FD-128a,]submitted to change office of origin, should[show]that a security flash notice has been posted with the Identification Division. An extra copy of the form FD-128[or FD-128a] should be specifically sent to the Identification Division in order that its records will[show]the new office of origin to which future records will be[submitted.]

(E) Cancel a security flash notice when (1) it is learned that the subject of such is deceased or (2) such subject is determined to be no longer of security interest. Do not cancel the security flash notice when a subject is removed from the security index solely by application of the security index criteria.

NW 88321 DocId:32989529 Page 863

(j) Physical description

I. Obtain and report a detailed physical description.

II. During the course of the initial investigation in any security-type case, including espionage and nationalistic tendency cases, the physical characteristics and description of the subject shall be determined or verified by personal observation. It is not necessary to observe personally the subject of any case where preliminary investigation determines the basis for opening the case is unfounded.

III. The subject should be personally observed, if possible, early in the investigation after it is determined that a complete investigation is warranted to develop the extent of a subject's subversive activities and to consider whether the subject's name should be added to the security index. This action should be taken in the course of developing background information to determine the true identity and existence of the subject and to assist in establishing that the subject of the investigation is the person against whom the subversive allegations have been made. Each subject should be personally observed whenever a complete security investigation is conducted even though a security index card is not being recommended at the completion of the investigation.

IV. Do not delay the submission of form FD-122 recommending the addition of a subject's name to the security index even though it has not been possible to observe personally the subject if it has been determined through investigation that the subject is dangerous or potentially dangerous.

V. If a security index card is not being recommended after all logical investigation has been conducted and it has not been possible to observe personally the subject during the investigation, the case may be closed even though this has not been done. If a security index card has been recommended and prepared and it has not been possible to personally observe the subject, the case shall remain open until such time as the subject is personally observed, except when it has been determined that the subject is residing outside the continental U. S., Hawaii, Alaska, or Puerto Rico, in which event the case may be closed if there is no other pending investigation and the matter should be followed administratively to be certain that the subject is personally observed upon his return to this country.

[(k) Photograph

I. Reasonable efforts should be made during the investigation [of a security subject]to obtain a photograph of the subject through usual sources.

II. [Deleted]

III. [Cases on security index subjects are to be maintained in a pending status until such time as a suitable photograph is obtained unless circumstances dictate otherwise, in which case the Bureau should be advised.] Once a photograph has been obtained, continue to be alert for the existence of more recent photographs which may become available.

IV. Do not forward a copy of the photograph to the Bureau unless the subject has been designated a key figure.

NW 88321 DocId:32989529 Page 864

(B) During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted

II. Closed cases where the subject is on the security index and no prior interview has been conducted

III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.

IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.

V. Security subjects who have publicly disclosed previous contacts

VI. Subjects of section A reserve index cards

In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsibility of submitting reports in security cases when due; e.g., annual reports in routine security index cases and six-month reports in key figure cases.

VII. [The request for Bureau authority for the interview should be set forth in the first paragraph of the letter and unless you are recommending a special manner or procedure for conducting the interview, the first paragraph should contain the following statements:

"Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions is being conducted and Bureau will be requested to authorize recontact with subject as a PSI."

The above statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.]

NW 88321 DocId:32989529 Page 865

VIII. Letters requesting Bureau authority for the interview must contain the following information, if available:

(A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health

(B) Marital status. If married, the occupation, employment, and race of the spouse.

(C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.

(D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation

(E) Membership or affiliation of any other close relatives in subversive groups

(F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse

(G) What is expected to be gained by the interview

IX. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.

X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.

XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.

XII. Upon receipt of Bureau authority, the interview must be conducted within 30 days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next 30 days. At the end of the second 30-day period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.

(f) Preparations for and conduct of interviews

I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.

II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

NW 88321 DocId:32989529 Page 866

(10) Political activities (Bureau file 100-3-72)
- (a) Political activities in which party is engaged, including names and identities of party member candidates or party-sponsored candidates for public office
- (b) Details relating to party sponsorship of third party movements

(11) Legislative activities (Bureau file 100-3-70)
- (a) Activities of the Communist Party and/or its members in connection with legislation or proposed legislation which affects status of the party or activities of the party and its members
- (b) Activities of the Communist Party and/or its members in connection with legislation which does not directly affect the party or its members but which party deems expedient to promote so it may appear to be closely aligned or in favor of a worthy cause

(12) Domestic administration issues (Bureau file 100-3-83)
- (a) Communist Party activities with relation to domestic administration issues, such as antilynching laws, poll tax, etc. Only the over-all policy of the party in these matters should be included in quarterly reports.

(13) Negro question (Bureau file 100-3-75)
Communist Party policy and activities of a significant character directed to exploitation of the Negro and his problems. Activities of Negro front organizations should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.

(14) Youth matters (Bureau file 100-3-76)
Over-all policy and activities of the Communist Party youth commissions relative to infiltration of youth groups and exploitation of youth. Youth front activities should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.

(15) Women's matters (Bureau file 100-3-78)
Pertinent Communist Party over-all policy and activities of the women's commission relating to the infiltration of women's groups, exploitation of women

(16) Farmer's matters (Bureau file 100-3-79)
Pertinent Communist Party over-all policy and activities of the farm commission relative to the infiltration of farmer groups, exploitation of farmers, etc.

(17) Cultural activities (Bureau file 100-3-90)
The cultural commissions are, for the most part, composed of secret members of the party. These commissions propagate the cultural activities of the Communist Party which are displayed primarily through communist front organizations, as well as the carrying out of the Communist Party line in the fields of radio, publishing, education, science, and

NW 88321 DocId:32989529 Page 867

arts. Individual members of the cultural sections have close ties in many instances with suspected international communist representatives. The following of this phase of the Communist Party movement is most important to develop the full and complete picture of Communist Party activities.

[(18) Veteran's matters (Bureau file 100-3-73)
Communist Party policy and activities of a significant character directed toward the exploiting of veterans and their problems

[(19) National group commissions (Bureau file 100-3-91)
(a) Activity on the part of various Communist Party national group commissions, including identities of leaders and members of the commissions
(b) Special Communist Party policies relating to infiltration of minority groups

[(20) Religion (Bureau file 100-3-82)
(a) Communist Party policy relating to its approach to religion or to penetration of established religious groups
(b) Any particular vehement statements made against religious bodies by ranking communists

[(21) Pamphlets and publications (Bureau file 100-3-86)
(a) Changes in the field division with respect to establishment of new bookstores, increased distribution of party literature, publication of Communist Party literature and pamphlets, and other pertinent information relating to preparation and dissemination of Communist Party literature
(b) Forward to Bureau by letter any important Communist Party publications published within a field division. Mention the publication in quarterly report, but do not describe in detail in the report.

[(22) Education (Bureau file 100-3-71)
(a) Statements or class material which advocates overthrow of the U. S. Government by force and violence
(b) Pertinent evidence and information relating to educational programs of the party. The following are deemed of utmost importance:
I. Instructions from national and/or district headquarters relative to the education of both new and experienced members
II. Courses or curricula given, together with any educational outlines and assigned or suggested reading. (There should be no long quotations in reports and any exhibits or enclosures should be forwarded to Bureau by separate letter.)
III. Important statements and remarks by instructors who should in turn be sufficiently identified so as to establish their status as duly designated or qualified party instructors
IV. Succinct digest of notes or memoranda of informants who attend the classes or schools. (Copies of the actual notes or memoranda should be submitted promptly by separate letter.)
V. Identities, if available, of members receiving instructions. Concentrate on having confidential informants

NW 88321 DocId:32989529 Page 868

attend party educational classes and schools within dictates of discretion and without jeopardizing their security.

(23) Communist Party attempts to infiltrate mass organizations (Bureau file 100-3-106)
Information regarding Communist Party programs and attempts to infiltrate mass organizations, such as parent-teacher associations, church groups, and civic groups

[b. Communist Party, USA - strategy in industry (Bureau file 100-3-89)
A separate case shall be maintained by each office on this basic phase of Communist Party activity. Offices of origin will be the same as in the Communist Party, USA, case. Reports will be submitted quarterly. Offices with no activity to report may submit letters. The instructions in paragraphs g and h will apply, with the addition of "Strategy in Industry" to the designated captions.

The investigation in this case shall cover all plans, strategy, tactics, and infiltration activities by the Communist Party, USA, directed against all industry, with special emphasis on activities connected with basic and vital industries. Particular attention shall be given to the composition, meetings, plans, and activities of Communist Party industrial and trade-union commissions and industrial and trade-union districts and clubs. Pertinent activities of individual communists charged with Communist Party duties in this field shall be included in reports. The information reported shall be grouped according to the industry involved, rather than according to individual labor unions. Refer to the subsection F on investigation of communist infiltration of labor unions and subsection H on Communist Control Act of 1954 for instructions regarding investigations concerning communist infiltration of specific labor unions.]

c. Any important developments concerning pertinent phases of Communist Party activity, such as certain security measures, important national or regional Communist Party meetings, changes in personnel in national Communist Party organization, underground activities, and other important matters should be brought to attention of Bureau by teletype, airtel, or letter as circumstances may require and later incorporated in quarterly reports. Such information, where pertinent, is disseminated on high level to other Government officials. Each office is to carefully evaluate data thus submitted so Bureau will at all times be advised of important developments and so no unnecessary duplication will result in reporting such information.

d. Extreme care must be used to assure statements relating to affiliations or membership in proscribed or subversive organization are accurate in all respects. Identification of suspected organizations or individuals with information of a possible subversive nature must be accomplished by showing exact basis for such identification, plus corroboration for same wherever possible. In no case should a person be referred to as a "known communist" unless he is publicly known as such.. Whenever an individual other than the subject of a report is mentioned for the purpose of showing subversive activity or sympathy on the part of the subject, the individual so mentioned should be described with an authoritative statement [showing] the subversive connection; e.g., "Reported by T_____ to have been a member of the White Collar Club of the Communist Party in 1945."

e. Specific requirements relating to Communist Party, USA, investigations
(1) New York Office has responsibility of investigating and reporting separately on national committee meetings, national training schools, and other important national meetings. New York is responsible for reporting activities of the New York District.

f. Socialist Workers Party and other Marxist-Leninist or Trotskyite groups
The New York Office should submit quarterly reports on the Socialist Workers Party designating reports as pending. Separate reports should be submitted: one pertaining to local activities, the other pertaining to activities on a national basis. Auxiliary offices should submit reports each six months and may carry their cases in a pending-inactive status. Reports on less active Marxist-Leninist groups should be submitted semiannually and also may be carried as pending inactive.

g. Classification - 100

h. Title and character of communications

(1) Communist Party, USA
Entitle all communications covering a national convention or national organizational activity of the party:

Communist Party, USA
Internal Security - C

Caption all communications covering activities in a particular district:

Communist Party, USA
__________ District
__________ Division
Internal Security - C

Caption all communications covering activities in states not included in a district:

Communist Party, USA
State of __________
__________ Division
Internal Security - C

(2) Socialist Workers Party
Entitle all communications covering a national convention or national organizational activity of the Socialist Workers Party:

Socialist Workers Party
Internal Security - SWP

Caption all communications covering activities within a particular field division:

Socialist Workers Party
__________ Division
Internal Security - SWP

(3) Other Marxist revolutionary groups
All communications covering other Marxist revolutionary groups should carry the name of the organization and the classification, Internal Security; e.g.,

Proletarian Party of America
Internal Security - PPA

NW 88321 DocId:32989529 Page 870

The above is not all-inclusive. Facts developed in each case will produce information which will be indicative of the necessity for conducting further investigation along lines which will necessitate the use of various investigative techniques to develop the case fully. The successful investigation of an individual will depend upon the resourcefulness of the investigating Agents in developing techniques which will further establish the subversive activity of a subject.

Discretion must be used in those instances in which contact with persons known to the subject is believed desirable. Where such contact is contemplated, the Agent should assure himself of the character, loyalty, and reliability of the person to be contacted concerning the subject by reviewing the office indices and in some instances conducting preliminary inquiry, possibly under pretext, with others to ascertain the character, reliability, and loyalty of the person of whom inquiry concerning the subject is intended.

In conducting security investigations the necessity of obtaining admissible evidence must be continually borne in mind. However, sources furnishing information of a confidential nature are valuable and should be continued and enlarged for the purpose of obtaining information which can be corroborated by other sources which can be disclosed, thus rendering the information admissible as evidence.

The danger of relying upon evidence from only one confidential informant or other source is obvious and every effort should be made to obtain evidence from various types of sources and through various investigative techniques.

Information obtained from one source should be corroborated by contacts with confidential informants, public and private sources, through physical and photographic surveillances and mail covers, review of office files, and other sources. Adequate coordination of information received from confidential sources with active investigation should be maintained at all times. For example, when it is ascertained through one of these sources that an important meeting is to occur, the nature of the meeting should be confirmed if possible by independent sources which can furnish evidence of an admissible character. The meeting should be covered by arrangement for attendance by confidential informants to obtain admissible evidence of the proceedings. The meetings should be placed under physical surveillance, licenses of automobiles parked near the meeting place noted, and attendants identified. If possible and advisable, photographic surveillances should be established. Other types of information received from confidential sources should receive similar attention in order that verification may be made and admissible evidence developed.

(6) Preservation of evidence

(a) Identify, preserve, and maintain continuity of evidence obtained with a view to its possible admission in Federal proceedings. Identify specifically as to source and date.

NW 88321 DocId:32989529 Page 871

[(b) Satisfactory notes or[statements]from informants necessary from which to refresh their recollection in the event they are called upon to testify at some future date. Such
[notes[and statements]must be in sufficient detail to serve this purpose and must contain no material which would make their use inadvisable or inadmissible.

[(c) Informant's original notes or[statements]not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings

(d) The above applies to Agent's notes taken during surveillances or evidence otherwise obtained by Agents.

(7) Interviews with subjects of security investigations

(a) Purpose

I. To determine a subject's sympathies when investigation is inconclusive or to determine whether he continues to adhere to revolutionary doctrines

II. To develop information concerning subject's activities and those of others known to him to have been associated with a subversive movement

III. To develop security informants

(b) Subjects not included in the security index
No security investigation of an individual shall be closed unless the subject is included in the security index or consideration given to interviewing him.

(c) Security index subjects

I. Bureau will not authorize cancellation of a security index card on an individual by reason of inactivity in a subversive movement until he has been interviewed or Bureau advised why an interview is inadvisable or impossible.

II. Active subversives should be considered as potential informants. Consider interviews with selected individuals currently active in subversive organizations for development of additional active informants. Proper selection of individuals for interview is most important. They must possess necessary attributes for security informant work.

(d) Without Bureau authority the SAC may:

I. Authorize interviews with individuals who have not been subjects of security investigations and the available subversive information against them is not sufficient to warrant opening cases at this time

II. Grant authority to interview subjects of security cases where the persons have previously been interviewed with prior Bureau authority, provided no change has taken place in the subjects' status and the interviews are conducted under the same conditions as previously authorized

III. Authorize interviews of all persons who were the subjects of security investigations where the cases are now closed (This will include persons who were previously on the security index but whose names have been removed and the cases now closed.)

IV. In authorizing these interviews no communication to the Bureau will be necessary and if there is a closed file, it should be reopened. If there is no closed file, a new case file of 134 category should be opened. The case should be assigned to an Agent to determine the residence of the subject, to make certain that the subject is identical with the information in the files,
[and[to determine]his current employment.

(A) The Agent to whom the case is assigned will prepare a memorandum for the SAC setting forth the information and requesting authority to conduct an interview with the subject solely for the purpose of determining his attitude toward cooperating with the FBI.

NW 88321 DocId:32989529 Page 872

attention to the existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning the cancellation of the card. The card may be destroyed upon receipt of Bureau authority to designate the subject as a [security] informant.

(f) Subject no longer dangerous or potentially dangerous
Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in the security index, information is received or investigation develops information reflecting that he is no longer a threat to the internal security by reason of defection or expulsion from the subversive movement, membership in or affiliation with which was the reason for placing him in the security index. Such defection may be reflected by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to the principles of the subversive movement. The latter may manifest itself in declarations by a subject in the presence of confidential informants or other sources, statements to the press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be cancelled, advise Bureau by letter of results together with a recommendation for cancellation which must be approved by Bureau.

(g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection
As security index cases are reviewed upon reopening in the field, there will be instances in which removal will be required by application of the security index criteria set out in 87D 7b (3). With the passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

Although these subjects will in fact be removed from security index, the following procedure should be followed to allow for possible future reference to these cases.

I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in the field, retain security index cards pertaining to such subjects bearing the descriptive matter on reverse sides; i.e., the cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

II. Mark canceled across face of each such card being retained and file it in the reserve index.

III. Consider whether the subject's name should be placed in section A of the reserve index. If his name should be included in section A, submit form FD-122a.

[[IV. The above instructions do not apply in the case of individuals removed from the security index based upon activity in the Nation of Islam. Security index cards in such cases should be destroyed.]

(h) Subjects of Chinese extraction

In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on the security index following a recommendation submitted in accordance with the instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program (DETCOM)

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against the U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in the least possible time prior to others in security index. The administrative procedure developed to make apprehensions on a priority basis is referred to as the detcom program. Subjects designated for priority apprehension are referred to as detcom subjects.

Individuals in security index tabbed detcom would be arrested first in event of a limited but grave emergency, probably without the arrest of other security index subjects.

In an all-out emergency, all subjects whose names are in the security index will be considered for immediate apprehension.

Subjects tabbed for detcom should comprise a hard core of subversives. Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed detcom

Each security index subject should be considered for detcom tabbing (priority of arrest) who falls within one or more of following categories:

I. All top functionaries and key figures

II. Currently active communists or members of any basic revolutionary organization (active within past year) when there is evidence of one or more of following:

(A) Activity as local organizers or leaders in the organization

(B) Special training at Lenin School or Far Eastern Institute in Moscow

(C) Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations

(D) Violent statements or strong revolutionary tendencies as shown by their activities

NW 88321 DocId:32989529 Page 874

(j) In reporting activities of a subject since January 1, 1949, a greater percentage of repetitious and cumulative items and in most instances all such items should be specifically reported.

It will be particularly incumbent upon the reporting Agent to report specifically such items in those cases in which there is little information[indicating]subversive activity of a subject since January 1, 1949. In those cases in which there is an enormous number of such items, you may be more liberal in the selection of those items to be reported specifically.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

I. [Reserve]index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122,[FD-122a,]FD-128, and [FD-128a,]and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

NW 88321 DocId:32989529 Page 875

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

(A) That subject is included in the security index
(B) That data appearing on security index card is current or requires change
(C) That FD-122 has been submitted to Bureau where security index card changes are necessary
(D) That a suitable photograph is or is not available
(E) That consideration has been given to the use of T symbols
(F) That subject is employed in a key facility and that agencies interested in that facility are specified
(G) Reason for classifying report
(H) Dates subject was previously interviewed and reason for not reinterviewing subject
(I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
(J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
(K) That subject's security index card is or is not tabbed detcom and that subject's activities do or do not warrant detcom tabbing

[III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.]

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

NW 88321 DocId:32989529 Page 876

(3) By force or violence, or
By assassination of any officer of such government
It will be necessary to show:
(a) The identity and official capacity of such officer
(b) The identity of persons conspiring to assassinate, or actually assassinating such officer
(c) Full details surrounding the assassination or attempted assassination
(d) Reasons for the assassination, and ends to be gained by such assassinations, or

b. Printed, published, edited, issued, or circulated
(1) The person with the intent to cause the overthrow or destruction of the Government of the U.S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
(2) Printed, published, edited, issued, circulated, sold, distributed, or publicly displayed written or printed matter
(3) Advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying the Government

NW 88321 DocId:32989529 Page 877

of the U. S. by force or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof, or

c. Organized society, group, or assembly
   (1) The person organized, or helped organize a society, group, or assembly of persons
   (2) Which taught, advocated, or encouraged the overthrowing or destruction of the Government of the U. S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
   (3) By force or violence, or
   (4) The person became a member of, or affiliated with such society, group, or assembly of persons
   (5) Knowing the purpose thereof

B. SUBMISSION TO THE BUREAU OF SUBVERSIVE DEROGATORY INFORMATION ON INDIVIDUALS

1. To insure the proper discharge of the Bureau's responsibility to furnish information at the seat of Government at the request of other agencies and to have it available at the seat of Government when such requests are received from other agencies, the Bureau must be promptly furnished, for indexing purposes by offices covering the national and local headquarters of the various subversive organizations, the names of, and identifying data concerning, persons affiliated with and becoming affiliated with the following types of organizations listed below.
   a. Basic revolutionary organizations or groups
      Communist Party, USA
      Socialist Workers Party
      Independent Socialist League
      Proletarian Party of America
      Other Marxist revolutionary organizations including splinter groups, if any, of the preceding four organizations
      Nationalist Party of Puerto Rico
   b. Nationalist and fascist-type groups
   c. Front organizations of 1, a and b above, including those
      (1) Cited by the Attorney General
      (2) Cited or declared by the House Committee on Un-American Activities or by any of the various legislative committees
      (3) Described as such or as an organization dominated or controlled by one of the basic revolutionary organizations or groups by security informants or other sources of known reliability

   Such lists should include the organization's membership list and any other record showing affiliation.

2. Field offices obtaining information concerning such affiliation of individuals residing outside their territory must expeditiously furnish such information to the office covering the address of the person.
3. The information should be submitted to the Bureau in duplicate by letter captioned with the title of the organizational case file, for example, "Communist Party, USA, ________ District, ________ Division; Internal Security - C" or "International Workers Order, ________ Division; Internal Security - C" and should clearly indicate that the list is being furnished to the Bureau for indexing purposes only.
4. Information received from all sources, including that received from trash covers, confidential sources, highly confidential sources, reports of security informants and sources, and public and other sources, should be reviewed to insure that the Bureau has been furnished in the past and will be furnished in the future lists of all individuals (together with identifying data) affiliated with all organizations set forth in 1 a, b, and c.
5. In forwarding such information to the Bureau, the offices should incorporate, insofar as possible, information concerning a number of individuals in one letter. The letter should contain sufficient identifying data concerning each individual to enable the Bureau to identify that individual

NW 88321 DocId:32989529 Page 878

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 879

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 880

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 881

attention to the existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning the cancellation of the card. The card may be destroyed upon receipt of Bureau authority to designate the subject as a[security] informant.

(f) Subject no longer dangerous or potentially dangerous
Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in the security index, information is received or investigation develops information reflecting that he is no longer a threat to the internal security by reason of defection or expulsion from the subversive movement, membership in or affiliation with which was the reason for placing him in the security index. Such defection may be reflected by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to the principles of the subversive movement. The latter may manifest itself in declarations by a subject in the presence of confidential informants or other sources, statements to the press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be cancelled, advise Bureau by letter of results together with a recommendation for cancellation which must be approved by Bureau.

(g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection
As security index cases are reviewed upon reopening in the field, there will be instances in which removal will be required by application of the security index criteria set out in 87D 7b (3). With the passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

Although these subjects will in fact be removed from security index, the following procedure should be followed to allow for possible future reference to these cases.

I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in the field, retain security index cards pertaining to such subjects bearing the descriptive matter on reverse sides; i.e., the cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

NW 88321 DocId:32989529 Page 882

II. Mark canceled across face of each such card being retained and file it in the[reserve]index.

III. [Consider whether the subject's name should be placed in section A of the reserve index. If his name should be included in section A, submit form FD-122a.]

(h) Subjects of Chinese extraction

In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on the security index following a recommendation submitted in accordance with the instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program (DETCOM)

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against the U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in the least possible time prior to others in security index. The administrative procedure developed to make apprehensions on a priority basis is referred to as the detcom program. Subjects designated for priority apprehension are referred to as detcom subjects.

Individuals in security index tabbed detcom would be arrested first in event of a limited but grave emergency, probably without the arrest of other security index subjects.

In an all-out emergency, all subjects whose names are in the security index will be considered for immediate apprehension.

Subjects tabbed for detcom should comprise a hard core of subversives. Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed detcom

Each security index subject should be considered for detcom tabbing (priority of arrest) who falls within one or more of following categories:

I. All top functionaries and key figures

II. Currently active communists or members of any basic revolutionary organization (active within past year) when there is evidence of one or more of following:

(A) Activity as local organizers or leaders in the organization

(B) Special training at Lenin School or Far Eastern Institute in Moscow

(C) Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations

(D) Violent statements or strong revolutionary tendencies as shown by their activities

VII. Maintenance of key figure list
(A) Each office must maintain current list of key figures including top functionaries. List may be kept by simple list system, by maintaining a file wherein all additions and deletions to the list are reported, or by a card index system. Maintain key figure list separate from security index.
(B) Key figures should retain their designation notwithstanding their departure for foreign travel or other circumstances requiring temporary discontinuance of investigation.
(C) Should a key figure become subject of a security of Government employees investigation, his name should continue to appear on the key figure list, but the investigation shall proceed in accordance with existi instructions governing SGE cases.

VIII. Transmitting list of key figures to Bureau
(A) Submit list of key figures to the Bureau by letter on April 1 and October 1 each year. Letter should list key figures alphabetically and set forth in separate columns after each name the following:
i. Status of case
ii. [Deleted]
iii. Whether a photograph has been sent to the Bureau
iv. Whether a handwriting specimen has been sent to the Bureau
v. Any position held in the Communist Party or other basic revolutionary organizations and in any labor union
(B) List only the most important offices in the party or union if subject holds several, or the most important office he holds in a front organization if no party office is held.
(C) Caption letter as are all letters submitted in the main Communist Party case for each field office; viz., "Communist Party, USA, ________District, New York Division, Internal Security - C, Key Figure List."

(3) Top functionaries
(a) Definition
A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in party organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements.

(b) Manner of designation
Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement.

NW 88321 DocId:32989529 Page 884

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

(c) Regulations governing top functionaries

I. Regulations set forth under (2) (b) above pertaining to key figures relative to photographs, handwriting specimens, security index cards, change of office of origin, detcom tabbing, character of reports, and inclusion in the key figure list apply to individuals designated as top functionaries.

II. Reports
Submit reports on top functionaries quarterly. Make status pending-inactive if there are no outstanding leads for active investigation.

e. Correlation of other investigations with the security index and [reserve]index

[Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or[reserve]index.

(1) Espionage and foreign intelligence investigations
Subjects of these investigations must be included in the security index and/or the[reserve]index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the [reserve]index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations
Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or[reserve]index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports[showing]disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports[showing]the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, Voice of America applicant, departmental applicant, Bureau applicant, and other Bureau investigations
Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the[reserve]index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports[showing]disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

NW 88321 DocId:32989529 Page 885

(j) In reporting activities of a subject since January 1, 1949, a greater percentage of repetitious and cumulative items and in most instances all such items should be specifically reported.

It will be particularly incumbent upon the reporting Agent to report specifically such items in those cases [in which there is little information[indicating]subversive activity of a subject since January 1, 1949. In those cases in which there is an enormous number of such items, you may be more liberal in the selection of those items to be reported specifically.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

[I. [Reserve]index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash [notices (FD-165), forms FD-122,[FD-122a,]FD-128, and [[FD-128a,]and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

NW 88321 DocId:32989529 Page 886

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

(A) That subject is included in the security index
(B) That data appearing on security index card is current or requires change
(C) That FD-122 has been submitted to Bureau where security index card changes are necessary
(D) That a suitable photograph is or is not available
(E) That consideration has been given to the use of T symbols
(F) That subject is employed in a key facility and that agencies interested in that facility are specified
(G) Reason for classifying report
[(H) [Dates subject was previously interviewed and] reason for not reinterviewing subject
(I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
(J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
[(K) That subject's security index card is or is not tabbed detcom and that[subject's]activities do or do not warrant detcom tabbing

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation
[[revealed]that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

NW 88321 DocId:32989529 Page 887

(d) During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted

II. Closed cases where the subject is on the security index and no prior interview has been conducted

III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.

IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.

V. Security subjects who have publicly disclosed previous contacts

In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsiblity of submitting reports in security cases when due; for example, annual reports in routine security index cases and six-month reports in key figure cases.

VI. Letters requesting Bureau authority for the interview must contain the following information, if available:

(A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health

(B) Marital status. If married, the occupation, employment, and race of the spouse.

(C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. [In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.]

(D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation

NW 88321 DocId:32989529 Page 888

(E) Membership or affiliation of any other close relatives in subversive groups

(F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse

(G) What is expected to be gained by the interview

VII. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.

VIII. In addition, unless you are recommending a special manner or procedure for conducting the interview, such as interviewing under pretext, the last paragraph of each letter should contain the following statement: "Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects." The last paragraph should also contain the statement: "If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions is being conducted and Bureau will be requested to authorize recontact with subject as a PSI." This statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.

IX. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.

X. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter.] When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve[the request]by placing an appropriate rubber-stamp impression on[the single-page]copy of the incoming letter and return [it]by routing slip.

XI. Upon receipt of Bureau authority, the interview must be conducted within 30 days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next 30 days. At the end of the second 30-day period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.

(f) Preparations for and conduct of interviews

I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.

II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

NW 88321 DocId:32989529 Page 889

Communist Party [redacted]rs, review of field office : [redacted] pretext interviews, surveillances, Spe[redacted] Agents attending mass meetin[redacted], etc.

4. Internal Security Act of 1950
To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to [show] extent to which
   a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of
   b. Its support, financial or otherwise, is derived from
   c. Its funds, resources, or personnel are used to further or promote objectives of
   d. Positions taken or advanced by it from time to time do not deviate from those of

   Any communist-action organization, communist foreign government, or the world communist movement.

5. Panel sources
   a. Purpose
   To develop potential witnesses who will be willing to obtain and introduce legally admissible evidence re subversive nature of organizations in future prosecutive action
   b. Program
      (1) Since Special Agent and active security informant testimony is undesirable, field should recruit panel of potential witnesses locally. Some may be found among American Legion contacts, plant informants, former and exposed security informants, etc.
      (2) Panel members should attend public rallies and meetings, as well as obtain literature of organizations they are covering.
      (3) To aid panelists, exhibit photographs of individuals they will most likely encounter at front organization functions.
      (4) Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, the same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants. (See section 107, volume IV, of this manual.)
      (5) Legitimate expenses incurred by panel members should be reimbursed in same manner as security informants.
      (6) Eliminate inactive, ineffective, or unsatisfactory panelists on a continuing basis. At time of submission of semiannual letter, office panel should be reviewed to make certain all such panelists have been removed.
      (7) Identities of panelists should be concealed.
   c. Administrative handling
      (1) Check prospective panelists through office indices, local police department, credit records, and established informants. If no undesirable information is developed, initial contact may be made with panelist to ascertain cooperativeness.
      (2) Submit names of cooperative panelists to Bureau by letter outlining complete background and recommendation as to inclusion in office panel. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When approving the field's recommendation, this single-page copy will be stamped "Approved" by Bureau and will be returned.] Be certain such individuals are not plants and will consider relationship with Bureau in confidence.

NW 88321 DocId:32989529 Page 890

(3) Open 134 file when active investigation of prospective panelist is initiated. When preliminary investigation completed and Bureau has approved panelist, close file administratively if panelist is not contacted regularly.

Regular contacts with panelists should be noted in their respective files.

(4) Only Agents designated should handle panelists.

(5) Every four months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N,[3b,]volume IV, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

Gifts to sources shall not be reclaimed as blue slip items.

(6) Summary letter captioned "Panel Source Program" (Bufile 134-1113) to be prepared and submitted to Bureau March 25 and September 25 each year. Use following topical outline:

(a) Status of program
Include progress in panel development. [Show]total number of new panelists developed and total number of panelists discontinued during six months' period.

(b) Total number panel sources active

(c) Names of organizations covered

(d) Number and identities of panelists redesignated to informant or potential informant status since institution of panel program

d. Suggestion
Designate, where practicable, coordinating Agent to maintain roster of current panel members and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and communist publications; e.g., "The Worker."

6. Classification - 100

7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 892

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.

III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.

IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important [illegible] functionaries.

(4) Individuals [illegible]ing abroad

When information is received indicating that any individual on whom we have subversive derogatory information intends to travel abroad or has already departed this country for foreign travel, take the following action:

(a) Immediately advise the Bureau in form suitable for dissemination, setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. However, do not delay advising the Bureau of the actual or intended travel while developing the above information as time is of the essence in this matter.

(b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

(c) In the case of an individual previously the subject of investigation, the case should be brought up to date by the prompt submission of a report in the event there is unreported information contained in the file. If reports have not previously been submitted in the case, a letterhead memorandum summarizing the available subversive data should accompany the initial letter advising the Bureau of the proposed travel.

(d) Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such and, frequently, requests are made of one or all of the above to place stops with appropriate security services abroad to be advised of the activities of these subjects.

NW 88321 DocId:32989529 Page 893

[(e) When information is received that an individual with a subversive background is forming a tour group for foreign travel or an organization which is considered subversive is sponsoring such a tour, advise appropriate offices under the caption of the tour name or the organization sponsoring the tour of the identities of the individuals participating in the tour and furnish the Bureau a letterhead memorandum suitable for dissemination to the State Department, the Central Intelligence Agency, and appropriate legal attaches, including therein all readily available information pertaining to the tour, such as itinerary, pertinent dates, names of individuals making up the tour with addresses, if available, and a thumbnail sketch of the organization or individual sponsoring the tour.

Letterhead memoranda relating to the tours will be disseminated by the Bureau with a statement that, as individuals participating are identified, recipients will be furnished with memoranda under the individual case caption where those individuals are found to have subversive backgrounds. Therefore, the appropriate field offices should immediately identify and submit individual memoranda concerning such individuals. The details of travel will be replaced by a reference to the memorandum previously prepared under the caption of the organization sponsoring the tour. Prepare individual memoranda only in the cases of individuals with subversive backgrounds.

In addition, appropriate offices should submit a letter to the Bureau under the organization caption listing the names of those individuals residing within their territory who are traveling with the tour group and on whom no subversive information is found.]

NW 88321 DocId:32989529 Page 894

[(f) Advise the Bureau promptly in form suitable for dissemination of a subject's return from travel abroad in those instances in which stops have been placed with security services abroad through the agencies listed above. In instances in which an individual against whom stops have been placed has traveled to any country behind the Iron Curtain, the Bureau shall also be furnished at that time with recommendations as to the desirability of interview of such person and with advice as to whether additional investigation concerning him is contemplated. In the event such an interview is authorized, it shall be conducted promptly and the case shall not be closed until such interview is had and the results thereof submitted in report form.

[(g) In some instances a security investigation of a subject not yet included in the security index may be in progress at the time it is found that the subject has recently departed for a foreign country. If the evidence developed at that time warrants the inclusion of the subject in the security index were it not for the fact that he is outside the U. S., form FD-122 should be submitted recommending his inclusion in the unavailable section of the security index. After all initial investigation is completed, the subject's case will be handled the same as those of other subjects of a similar status who are included in the unavailable section as out of the country.

If the subject is an alien who has been deported or has otherwise permanently departed from the U. S., he should not be included in the security index.

When it is determined that a security index subject has departed for a foreign country, his security index card shall be placed in the unavailable section and his case handled in accordance with the instructions set forth under 87D 7b (6) (b) IV.

(5) Investigative techniques

While it is not possible to enumerate all investigative techniques which can and should be employed in these investigations, there are certain proven techniques which have been used with continued success and should be applied wherever possible.

(a) File reviews

Upon the initiation of a security investigation of an individual, check the office indices and review files thoroughly for any pertinent information on record showing background and subversive activity of each individual subject. Include such information in the initial investigative report.

Once a main security file has been opened for an individual, subsequent information received concerning him should be channelized to that file. The reference cards pertaining to the subject should be consolidated in the indices after each check and review of files has been made.

(b) Security informants

Success of security investigations of individuals is primarily dependent upon a broad confidential informant coverage within every phase of subversive activity. Information and evidence developed through such sources are unsurpassed in value because of possible use not only for intelligence purposes but also as admissible evidence.

NW 88321 DocId:32989529 Page 895

(B) During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted

II. Closed cases where the subject is on the security index and no prior interview has been conducted

III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.

IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.

V. Security subjects who have publicly disclosed previous contacts

[VI. Subjects of section A reserve index cards]

In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsiblity of submitting reports in security cases when due; for example, annual reports in routine security index cases and six-month reports in key figure cases.

VII. Letters requesting Bureau authority for the interview must contain the following information, if available:

(A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health

(B) Marital status. If married, the occupation, employment, and race of the spouse.

(C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.

(D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation

NW 88321 DocId:32989529 Page 896

(E) Membership or affiliation of any other close relatives in subversive groups

(F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse

(G) What is expected to be gained by the interview

VIII. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.

IX. In addition, unless you are recommending a special manner or procedure for conducting the interview, such as interviewing under pretext, the last paragraph of each letter should contain the following statement: "Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects." The last paragraph should also contain the statement: "If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions is being conducted and Bureau will be requested to authorize recontact with subject as a PSI." This statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.

X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.

XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.

XII. Upon receipt of Bureau authority, the interview must be conducted within 30 days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next 30 days. At the end of the second 30-day period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.

(f) Preparations for and conduct of interviews

I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.

II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

(D) Whether or not defectee available for interview by all Agents
(E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectees were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

(a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
(b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
(c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
(d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
(e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

NW 88321 DocId:32989529 Page 898

(3) Arrangement
This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

(a) Section A
Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:

(A) Professors, teachers, and educators
(B) Labor union organizers or leaders
(C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
(D) Lawyers, doctors, and scientists
(E) Other potentially influential persons on a local or national level
(F) Individuals who could potentially furnish material financial aid

II. Recommendations for inclusion of names in the reserve index (section A)

(A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.

(B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. To these cards should be added the office file number and on the reverse side should be added available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards are now stored.

III. Periodic review of section A of the reserve index
Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. This investigation should include, as a minimum:

(A) Verification of residence and employment
(B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
(C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

NW 88321 DocId:32989529 Page 899

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
   (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
   (B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
   (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B
   I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office.
   II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

(4) Content
   (a) Each card in section A and section B should contain, as a minimum, the following:
      I. Name and aliases
      II. Race
      III. Sex
      IV. Organizational affiliation or nationalistic tendency
      V. Citizenship
      VI. Residence
      VII. Employment
      VIII. Birth data
      IX. Office file number
   (b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.

(5) Removal and deletion of cards
   (a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
   (b) Advise the Bureau of the destruction only in the case of section A cards.]

b. Security index
   (1) Purpose
      (a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
      (b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
      (c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
      (d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

NW 88321 DocId:32989529 Page 900

manpower to review security index cases.

(e) Names shall be included in the security index only when investigation has established and reports reflect sufficient facts and evidence to justify the inclusion of each subject in the security index.

(f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous and detailed attention.

(g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.

(h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.

(i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances wherein an individual subject of prime interest to one of these services is involved.

(2) Determination of dangerousness of an individual

(a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U.S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness. Factors indicating an individual's loyalty to such an organization are numerous and will vary with each case in degree. Among such factors are:

I. Long continued membership in a subversive organization

II. Affiliation with or attendance at training schools, especially leadership schools

III. Frequent or regular attendance at organizational meetings and functions

IV. Subscriptions to publications of a subversive organization

V. Possession of or continued study of revolutionary literature

VI. Preparation or distribution of subversive propaganda and/or literature

VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty

VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

IX. Contributions to or collections of funds for the organization

X. Recruitment of new members

XI. Revolutionary background

XII. Participation in picket lines in which the subversive organization is interested or which it has fostered, or in demonstrations, riots, mass meetings, or pressure group activity fostered by the organization

number, agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

V. Where security index flash notice has been placed with Identification Division, notation to that effect must appear on FD-128 and extra copy of FD-128 must be specifically designated for Bureau marked "Attention Identification Division" so that those records will reflect new office controlling existing security index flash notice.

VI. The old office of origin will submit current report.

Submission of FD-128 should not be delayed solely for preparation of reports when office of origin is to be changed, but notation should be made on FD-128 that old office of origin is preparing report.

Case will remain pending in both old and new offices of origin until report is submitted by old office of origin. The new office of origin is responsible to follow the matter until the report is submitted.

VII. The new office of origin is to review the pertinent material received with FD-128, as well as pertinent information in the files of the new office, to determine whether additional investigation is warranted. If no additional investigation is warranted, advise Bureau by [letter] that the case is being placed in a closed status.

VIII. Upon receipt of FD-128, office covering new address of subject will be office of origin with no other communication necessary in this regard. New office of origin will place its file number on security index cards received and place them in security index of that office.

IX. Upon receipt of new security index cards from Bureau with copy of FD-128, new office of origin is to transfer information from reverse side of old geographical cards to [two] of the new cards, appropriately file new cards, and destroy old cards.

(b) Key figures and top functionaries

Mechanics of transferring cases for all security index subjects as described above shall apply to key figures and top functionaries. Additional procedures in these categories are:

I. Notification to Bureau of deletion of subject as key figure or top functionary in old office of origin will be handled merely by designation in space provided on FD-128 that subject was key figure or top functionary.

II. Upon receipt of form FD-128, new office of origin shall automatically designate subject a key figure or top functionary and continue case in an assigned pending-inactive status if no further investigation is to be conducted at that time and necessary summary report has been submitted. Within six months in cases of key figures or within three months in cases of top functionaries, new office of origin is to conduct active investigation, submit investigative report on subject, and advise Bureau concerning continued designation of subject in these categories.

NW 88321 DocId:32989529 Page 902

(c) Subjects tabbed for detcom
Security index card shall continue to be tabbed for priority apprehension in new office of origin until such time as it is determined by receipt of information by that office that priority designation is not warranted under the provisions of 87D 7b (11) below.

(d) Subjects not included in security index
I. Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. FD-128 should show full title.
II. Enclose copies of all investigative reports and other pertinent serials with copies of FD-128 to new office of origin.
III. New office of origin is to investigate or advise Bureau that case closed if no action warranted

(10) Cancellation and removal of cards from active security index
SAC shall personally recommend the removal of any name from the security index under the conditions set out in 87D 7b (4). Recommendation to cancel subject's name from the security index should be accompanied by a current investigative report except in case of death of the subject.

(a) Death of subject
Destroy security index card without Bureau authority, but advise Bureau by [letterhead memorandum.]

(b) Permanent departure from the Bureau's jurisdiction
Upon learning of the departure of a security index subject from the U. S., Hawaii, Alaska, or Puerto Rico for a foreign country, immediately ascertain conditions surrounding his departure.

No security index card shall be canceled by reason of a subject's departure for a foreign country unless that subject is an alien who has permanently departed either voluntarily or as a result of deportation proceedings. In such instances the security index cards will be canceled only after the subject's departure has been verified as being permanent. If a U. S. citizen who is included in the security index and who has been out of the country is found to have renounced his citizenship and taken citizenship of a foreign country, his security index card may be canceled only after it has been determined that he does not intend to return to the U. S.

Recommendations to cancel the security index cards of such subjects shall be made by letter directed to the Bureau. The cards shall be canceled only after receipt of advice from the Bureau that the Bureau's security index cards have been canceled.

(c) Imprisonment of subject
Security index cards shall not be canceled by reason of a subject's having been imprisoned regardless of the length of time he will be incarcerated. The cards of such subjects shall be placed in the unavailable section of the security index and the cases handled thereafter in accordance with the instructions set forth in 87D 7b (6) (b) IV above.

(d) Induction of subject into the armed forces
Security index cards of subjects who have been inducted into the armed forces of the U. S. are to be placed in the inactive section of the field security index. Follow the procedure set forth above under 87D 7b (6) (b) (V).

(e) Security informants
The security index card of any subject who is developed as a security informant should be canceled. In requesting the Bureau's permission to designate such a subject as a security informant, direct Bureau's

NW 88321 DocId:32989529 Page 903

II. should be done prior to re sting authority to institute the investigation where sufficient identifying information is not otherwise available.

(b) Contacts during investigation

I. Once Bureau authority is granted to conduct the investigation, it is permissible to contact:

(A) All established reliable sources, including those connected with the institution of learning

(B) All individuals not connected with the institution of learning who, consistent with discretion, would be contacted in a usual security case; e.g., neighbors, credit agencies, past employers, etc.

(C) Registrars
If the registrar is reliable and can be depended upon not to divulge the Bureau's identity, Bureau authority is not needed in these cases to contact the registrar's office to obtain background data useful for identification purposes, to develop other proper investigative leads, or to verify connection with the institution of learning.

II. Superiors of faculty members
No contact should be made with the superiors of a subject who is a member of the faculty since the superiors might take action against the subject as a result of our contact.

III. Students, faculty members, or other employees
If, during the course of an investigation of a subject who is connected with an institution of learning, it is desired to interview a student, faculty member, or other employee of an institution of learning who is not an established reliable source, prior Bureau authority must be obtained. When requesting authority to interview such an individual, that individual's name, position, and a positive statement concerning his discretion and reliability should be furnished to the Bureau.

(c) Receiving voluntary information
These instructions must not deter or prevent the immediate and proper interview of any person connected with an institution of learning who desires of his own volition to furnish information to the Bureau or who desires to be contacted by an Agent.

(2) Subjects not connected with an institution of learning
When the subject of a security-type investigation is not connected with an institution of learning and you desire to interview, in connection with the case, a student, faculty member, or other employee of an institution of learning, prior Bureau authority must be obtained for such an interview unless the student, faculty member, or other employee is an established, reliable contact of the office. In requesting authority, the name, position, and a positive statement concerning that person's discretion and reliability should be furnished to the Bureau.

(3) Contacts of foreign establishments
In connection with investigations of contacts of Soviet, satellite, and Yugoslav officials and official establishments, Bureau authority must be obtained before conducting any inquiries or surveillances at any school, college, or university. Submit complete facts and your recommendation when requesting such authority.

b. U. S. Government employees, individuals having foreign diplomatic or official st us, employees of foreign official establishments, employees of the United Nations or international organizations, and members of the armed forces
Should information be received or investigation develop the fact that an individual being investigated under a security caption is or becomes

NW 88321 DocId:32989529 Page 904

an employee of the U.S. Government, of a foreign official establishment, of the United Nations or other international organizations, has foreign diplomatic or official status or is a member of the U.S. armed forces, the matter should be immediately reported to the Bureau and no further investigation should be conducted except upon specific Bureau authority.

6. Investigative procedures concerning individuals

a. General

These investigations must be thorough and exhaustive. Obviously, the dangerousness of an individual cannot be determined through cursory investigation. All pertinent information concerning the subject's background and subversive activity must be fully developed and reported to assure an accurate evaluation of his degree of dangerousness.

Due to the intelligence nature of these investigations, discretion must be used at all times to prevent subjects from becoming unduly apprised that they are under investigation by this Bureau.

Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority.

b. Scope of investigations

Set forth below are items which should be obtained during these investigations.

(1) Background

(a) True name and aliases

(b) Residence address

(c) Occupation or business

(d) Business or employment address

(e) Citizenship status

Ascertain the citizenship status of the subject as early as possible in the investigation.

I. Alien

(A) If the subject is an alien, determine the date and place of birth.

(B) Determine his nationality (that is, the country of which he is a citizen or sovereign of which he is a subject), together with the date, port and vessel or other means of entry into the U.S.

(C) Determine whether the subject entered as an immigrant or nonimmigrant.

(D) Ascertain any steps taken toward naturalization and reason for denial of citizenship where such denial exists.

(E) Ascertain any available facts indicating whether entry into the U.S. was legal or illegal.

II. Naturalized citizen

(A) Ascertain date and place of birth, nationality prior to naturalization, date, port and vessel or other means of entry into the U.S.

(B) Ascertain the date when, place and court where, subject was naturalized and any facts tending to indicate fraud or illegality in connection with his naturalization.

(C) Ascertain the last place of foreign residence, place from which the subject emigrated to the U.S. and the date of such emigration.

(D) Ascertain any absences from the U.S.

III. Native-born citizen

(A) Determine date and place of birth.

(f) Nationality background

I. During the course of investigation, efforts should be made to ascertain from sources contacted the date and place of birth of the subject's parents and spouse and the parents of the spouse.

NW 88321 DocId:32989529 Page 905

January 29, 1960

MANUAL OF RULES AND REGULATIONS
Revision Number 87

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 5 - Pages 5 and 6
Pages 7 and 8

Section 6 - Pages 3 and 4

Part II

Section 3 - Pages 1b and 2
Pages 13 and 14
Pages 15 and 15a

Section 4 - Pages 2a and 2b
(Page 12a)
Pages 17 and 18
Page 23
Pages 63 and 64

Part II (continued)

Section 6 - Pages 3a and 4

Section 9 - Pages 1 and 2

Index - Page 6a
Pages 7 and 8
Page 12a
Pages 13 and 14
Pages 15 and 16
Pages 25 and 26

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

PART 2

583

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. [Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above.] Sub-A files may be used when the number of replies[to be filed] is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

   On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.

   a. Chiefs of police
   b. Sheriffs
   c. State police or highway patrol commanders and ranking officers in command of districts
   d. U. S. Marshals and deputies
   e. Ranking Federal law enforcement officers
   f. Wardens of penal institutions
   g. District attorneys or county prosecutors
   h. Railway police (if desirable)
   i. Officers receiving law enforcement bulletins
   j. Any other officials who receive identification orders
      (1) Changes in the list are to be reported to the Bureau as they occur.
      (2) The list is to be forwarded to the Bureau on March 1 in duplicate.
      (3) Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 907

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

[[e. Veterans Administration (VA) installations should be circularized on
[identification order fugitives who are veterans. Office of origin
[has responsibility for instructing other offices to initiate distribution to VA installations in such cases.]

NW 88321 DocId:32989529 Page 908

July 27, 1960

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 93

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 1 and 2

Part I

Section 3 - Pages 1 and 2

Section 4 - Pages 1 and 2
Pages 2a and 2b
Page 5
Pages 5a and 6

Section 6 - Pages 1 and 2
Pages 4a and 4b
Pages 5 and 6
Pages 7 and 8
Page 9

Section 10 - Pages 3 and 4

Part II

Section 1 - Page 1
Pages 1a and 2
Pages 9 and 10

Section 2 - Page 5
Pages 5a and 6
Pages 7 and 8

Section 3 - Pages 1 and 1a

Section 4 - Pages 7 and 8
Pages 29 and 30
Pages 63 and 64

Section 6 - Pages 3a and 4

Section 8 - Page 1
Pages 1a and 2

Index - Pages 5 and 6

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 910

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. [A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
[State Employment Offices]
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 911

August 26, 1960

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 94

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Section 4 - Pages 1 and 2
Section 6 - Pages 3 and 4
Section 8 - Pages 1 and 2
Pages 3 and 4

Part II
Section 2 - Pages 1d and 2
Page 4a
Section 6 - Page 3
Section 7 - Page 21b
Section 8 - Pages 4c and 4d
Pages 5 and 6
Pages 17 and 18
Pages 19 and 20
Section 9 - Pages 15a and 16

Very truly yours,

John Edgar Hoover

Director

Enclosures (13)

d. Accurately
e. After a review of the entire file
f. In chronological or logical order, with all dates definite
g. Showing the actual time which is to be served under sentence
h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively
5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
[6. Dissemination
   New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.]

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS
1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. In all instances this letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

   In all other instances, including requests for circularization in other field divisions, prior Bureau approval must be obtained in accordance with existing rules governing circular letters.
3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.

NW 88321 DocId:32989529 Page 913

September 30, 1960

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 95

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 3 and 4
Pages 9 and 10
Pages 11 and 12
Pages 13 and 14
Pages 15 and 16

Section 11 - Pages 1 and 2
Pages 3 and 4

Section 12 - Pages 7 and 8
Pages 9 and 10

Part II

Section 1 - Page 5

Section 2 - Pages 1d and 2
Pages 5a and 6

Section 3 - Pages 1b and 2
Page 3
Pages 3a and 4
Pages 5 and 6
Pages 13a and 14
Pages 15 and 15a

Section 4 - Pages 29 and 30
Pages 47 and 48

Section 5 - Pages 7 and 8

Section 6 - Pages 1b and 2
Page 3
Pages 7 and 8
Page 9

Section 7 - Page 6a
Pages 17a and 18
Pages 19 and 20
Page 20a
Page 21b
Pages 35 and 36

Section 8 - Pages 1a and 2

Section 9 - Pages 21 and 22

Very truly yours,

John Edgar Hoover

Director

Enclosures (33)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
   Restricted to law enforcement officers and others engaged in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed Informative matter to be indexed under subject matter.
   b. This file is to be kept permanently.
   c. [Current copy should be placed]in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 915

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 916

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

[[i. Each portion of the write-up should be documented as to the identity
[of the report or other communication from which facts were taken. The
[documentation should be set off by parentheses and follow immediately
[the portion of the write-up to which it pertains.]

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively
5. Transmittal

   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
6. Dissemination

   New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS
1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. In all instances this letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

   In all other instances, including requests for circularization in other field divisions, prior Bureau approval must be obtained in accordance with existing rules governing circular letters.
3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.

NW 88321 DocId:32989529 Page 917

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N,[3b,]volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
   Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Derogatory information
   f. Recommendation of SAC

   Submit an original and two copies,[but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved,[the single-page]copy is to be stamped approved and returned to the field. If the contact is not approved, a[letter]is to be submitted to the field stating why the individual cannot be used as an SAC contact.

   SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 918

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
[[7. SAC contacts located in headquarters city must be contacted at least three
[times each year; those located in resident agencies must be contacted at
[least two times each year.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 919

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[[13.] Additional persons to be contacted shortly after the arrival of the SAC include:

a. Federal judges
b. U. S. Attorneys
c. Only outstanding state judges
d. Governors
e. Leading state and county prosecutors
f. State attorneys general
g. Officers of the National Association of County and Prosecuting Attorneys
h. Executive secretary of state chamber of commerce
i. In the principal cities:

(1) Mayors
(2) Chiefs of police
(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
(4) Managers or owners of leading and most important radio stations
(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
(6) Executive secretary or director of chambers of commerce
(7) Heads of Federal intelligence agencies
(8) Outstanding leaders of Government and business
(9) Heads of larger universities
(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
(11) Top representatives of air lines
(12) Managers of leading airports
(13) Top representatives of railroads
(14) Managers of leading railroad stations
(15) Top representatives of telephone companies
(16) Top representatives of Western Union
(17) Managers of the most outstanding and important hotels
(18) Heads of better business bureaus
(19) Heads of leading banks

[[14.] Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.

[[15.] Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

NW 88321 DocId:32989529 Page 920

November 28, 1960

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 98 *Obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 3 and 4
Page 5

Section 12 - Pages 1 and 2

Section 16 - Pages 5 and 6

Part II

Section 2 - Page 4a
Pages 9 and 10

Section 3 - Pages 25 and 26

Section 4 - Pages 3 and 4
Pages 7 and 8
Pages 13 and 14
Pages 27 and 28
Pages 29 and 30
Pages 35 and 36
Pages 37 and 38-46
Pages 49 and 50
Pages 57 and 58

Section 6 - Pages 7 and 8

Section 7 - Pages 15 and 16

Section 9 - Pages 7 and 8
Pages 9 and 10
Pages 13 and 14
Page 15
Pages 15a and 16
Pages 17 and 18
Pages 19 and 20
Pages 21 and 22

Index - Pages 7 and 8

Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial
[sources of information. See section 107N,[3b,]volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
Use the following subheadings in the order given:
a. Description of proposed SAC contact
b. Services this contact can provide
c. Past relations with field office
d. Thumbnail sketch of known history
e. Derogatory information
f. Recommendation of SAC

[Submit an original and two copies,[but one of the copies should consist
[only of the first page of the communication.] If the SAC contact is
[approved,[the single-page]copy is to be stamped approved and returned
[to the field. If the contact is not approved, a[letter]is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 922

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located[in areas regularly covered by road trips out of headquarters city or located]in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 923

February 29, 1960

MANUAL OF RULES AND REGULATIONS
Revision Number 88

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 3 and 4
Page 5

Part I

Section 3 - Pages 1 and 2

Section 6 - Pages 4a and 4b

Section 8 - Pages 1 and 2

Section 12 - Pages 3 and 4
Pages 5 and 6
Pages 7 and 8

Part II

Section 1 - Pages 5a and 6
Pages 6a and 6b

Section 2 - Pages 3 and 4
Pages 9 and 10
Page 11

Section 3 - Pages 1b and 2
Page 3
Pages 11 and 11a
Pages 11c and 12
Page 13
Pages 13a and 14
Pages 29 and 30

Part II (continued)

Section 4 - Pages 1a and 2
Pages 2a and 2b
Page 2c
Pages 3 and 4
Page 4a
Pages 5 and 6
Pages 7 and 8
Pages 9 and 10
Pages 17 and 18
Pages 21 and 22
Pages 25 and 26
Pages 31 and 32
Pages 35 and 36
Pages 49 and 50
Pages 51 and 52
Pages 59 and 60
Pages 63 and 64

Section 6 - Pages 3a and 4
Pages 7 and 8

Section 8 - Pages 19 and 20
Pages 21 and 22
Page 22a

Section 9 - Pages 11 and 12
Pages 15 and 16

Index - Pages 7 and 8
Pages 15 and 16
Pages 17 and 18
Pages 19 and 20
Page 20a

Very truly yours,

John Edgar Hoover

Director

Enclosures (49)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N,[3b,]volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
   Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Derogatory information
   f. Recommendation of SAC

   Submit an original and two copies,[but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved,[the single-page]copy is to be stamped approved and returned to the field. If the contact is not approved, a[letter]is to be submitted to the field stating why the individual cannot be used as an SAC contact.

   SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 925

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by 5-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. Advise Bureau immediately when a contact is discontinued UACB. [If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
8. Advise Bureau promptly of changes of addresses or status of SAC contacts.]
9. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.
10. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
       (1) Mayors
       (2) Chiefs of police
       (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
       (4) Managers or owners of leading and most important radio stations
       (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
       (6) Executive secretary or director of chambers of commerce
       (7) Heads of Federal intelligence agencies
       (8) Outstanding leaders of Government and business
       (9) Heads of larger universities
       (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
       (11) Top representatives of air lines
       (12) Managers of leading airports
       (13) Top representatives of railroads
       (14) Managers of leading railroad stations
       (15) Top representatives of telephone companies
       (16) Top representatives of Western Union
       (17) Managers of the most outstanding and important hotels
       (18) Heads of better business bureaus
       (19) Heads of leading banks

NW 88321 DocId:32989529 Page 926

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement ~~officials~~
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 927

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

- Alcohol and Tobacco Tax Division
- Bureau of Customs
- Cooperative Credit Bureaus
- Duly Constituted Law Enforcement Officers
- FBINA Graduates
- Hotels
- Immigration and Naturalization Service
- Missions Providing Lodging
- Post Office Inspectors
- Postmasters
- Salvation Army
- Secret Service
- U. S. Marshals

(4) The following may appear on the list:

- Automobile Clubs
- Banks
- County Attorneys
- County Coroners
- Credit Companies
- Detective Agencies
- Enlistment Officers, U. S. Army, Navy, Marine Corps
- Employment Service
- Fire Departments
- Forest Service
- Gunsmiths
- Insurance Companies
- Movie Studios
- Navy Shore Patrol
- Oil Company Special Agents
- Parole and Probation Officers
- Plant Quarantine Officers
- Protective Associations
- Race Tracks
- Savings and Loan Associations
- Service Recruiting Officers
- State Hospitals for Insane
- Steamship Companies
- Telegraph Companies
- U. S. Attorneys
- U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

[e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.]

NW 88321 DocId:32989529 Page 928

April 29, 1960

MANUAL OF RULES AND REGULATIONS
Revision Number 90

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part II

Section 2 - Page 5

Section 3 - Pages 1 and 1a
Pages 5 and 6

Section 4 - Pages 7 and 8

Section 6 - Pages 7 and 8
Page 9

Section 7 - Page 6a
Pages 7 and 8
Pages 15 and 16
Pages 25 and 26

Section 8 - Pages 17 and 18

Section 9 - Pages 7 and 8
Pages 15 and 16
Pages 17 and 18
Pages 19 and 20
Pages 21 and 22
Pages 23 and 24

Index - Pages 7 and 8

Very truly yours,

John Edgar Hoover

Director

Enclosures (18)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N,[3b,]volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
   Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Derogatory information
   f. Recommendation of SAC

   Submit an original and two copies,[but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved,[the single-page]copy is to be stamped approved and returned to the field. If the contact is not approved, a[letter]is to be submitted to the field stating why the individual cannot be used as an SAC contact.

   SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 930

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
8. Advise Bureau promptly of changes of addresses or status of SAC contacts.
9. [Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
10. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.]
11. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 931

SECTION [illegible]. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

12. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
       (1) Mayors
       (2) Chiefs of police
       (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
       (4) Managers or owners of leading and most important radio stations
       (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
       (6) Executive secretary or director of chambers of commerce
       (7) Heads of Federal intelligence agencies
       (8) Outstanding leaders of Government and business
       (9) Heads of larger universities
       (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
       (11) Top representatives of air lines
       (12) Managers of leading airports
       (13) Top representatives of railroads
       (14) Managers of leading railroad stations
       (15) Top representatives of telephone companies
       (16) Top representatives of Western Union
       (17) Managers of the most outstanding and important hotels
       (18) Heads of better business bureaus
       (19) Heads of leading banks
13. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
14. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS
The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each
[year[showing]that the above American Legion officials have been contacted.

NW 88321 DocId:32989529 Page 932

January 27, 1961

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 100

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 1 and 2
Pages 3 and 4

Part I

Section 3 - Pages 1 and 2
Page 3

Section 4 - Pages 11 and 12
Page 13
Pages ~~13a and~~ 14

Section 10 - Page 2a

Section 11 - Pages 1 and 2
Pages 3 and 4

Section 14 - Pages 11 and 11a
Page 11b
Pages 11c and 12
Page 13

Part II

Section 3 - Pages 3 and 3a
Pages 3b and 4
Pages 7a and 8

Section 4 - Pages 29 and 30

Section 6 - Pages 3a and 4

Section 7 - Pages 15 and 16

Section 9 - Pages 21 and 22

Index - Pages 5 and 6
Pages 13 and 14
Pages 17 and 18
Pages 19 and 20
Pages 23 and 24
Pages 29 and 30
Page 35

Very truly yours,

John Edgar Hoover

Director

Enclosures (28)

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   [b. Changes in the list are to be reported [in duplicate] to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

[[Page No.]	City	Deleted	Added	Remarks
[[4]	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
[[7]	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
[[3]	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 934

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. [A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
[State Employment Offices]
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 935

October 27, 1961

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 109

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 5 and 6

Part I

Section 1 - Pages 3 and 4

Section 3 - Pages 1 and 2

Section 9 - Pages 1 and 2
Pages 3 and 4

Section 10 - Page 2a

Section 12 - Pages 1 and 2

Section 15 - Pages 1 and 2

Section 16 - Page 3
Pages 3a and 4

Part II

Section 3 - Pages 11c and 12
Pages 25 and 26

Section 6 - Page 9

Section 7 - Pages 5 and 6
Page 21b
Pages 29 and 30

Section 8 - Pages 1 and 1a

Section 9 - Pages 15 and 15a
Pages 15b and 16
Pages 19 and 20

Index - Pages 11 and 12
Pages 13 and 14
Pages 23 and 24
Pages 25 and 26
Page 26a
Pages 27 and 28

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of air lines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS
The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

[N. NEWS MEDIA CONTACTS
[As indicated in subsection L, paragraph 13i, (3), above, officials of
[leading newspapers must be contacted by SACs. Smaller newspapers and other
[news media are not to be neglected, however, and, throughout his tenure in a
[field office, the SAC must insure that his press contacts are continuously
[effective. Each 90 days (November 15, February 15, May 15, August 15),
[the SAC must advise the Bureau of the number of newspapers in his territory,
[the number with which he has had contact or with which representatives of
[his office have made contact, and the steps he is taking to insure maximum
[effectiveness of this type of contact, as well as what material other than
[spot news items was furnished to these newspapers; e.g., the Director's
[Introduction in the FBI Law Enforcement Bulletin each month.]

NW 88321 DocId:32989529 Page 937

January 29, 1962

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 112

do a Letter

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 3 - Pages ~~1 and 2~~

Section 4 - Pages ~~2a and 2b~~
Pages ~~5b and 6~~
Pages ~~7 and 8~~

Section 10 - Pages ~~1 and 2~~
Page ~~3~~
Pages ~~3a and 4~~

Section 13 - Pages ~~5 and 6~~
Page ~~7~~

Section 14 - Page ~~11b~~
Pages ~~11c and 12~~
Pages ~~13a and 14~~

Section 16 - Pages ~~5 and 6~~

Part II

Section 1 - Page ~~1~~
Pages ~~1a and 2~~

Section 3 - Pages ~~3 and 3a~~
Pages ~~15b and 16~~

Section 4 - Pages ~~15a and 16~~
Pages ~~17 and 18~~
Pages ~~19 and 20~~
Pages ~~25 and 26~~
Pages ~~29 and 30~~

Section 6 - Pages ~~3a and 4~~
Pages ~~5c and 6~~

Section 7 - Pages ~~35 and 36~~

Section 8 - Pages ~~3a and 4~~
Pages ~~6a and 6b~~
Pages ~~9 and 10~~
Pages ~~11 and 12~~
Pages ~~13 and 14~~
Pages 15 and 16

Section 9 - Pages ~~17 and 18~~

Index - Pages ~~19 and 20~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (33)

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. [Indicate by an asterisk any change which was not previously called to the Bureau's attention.]
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 939

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. [A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	

(4) The following may appear on the list:

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
County Attorneys	Parole and Probation Officers
County Coroners	Plant Quarantine Officers
Credit Companies	Protective Associations
Detective Agencies	Race Tracks
Enlistment Officers, U. S. Army, Navy, Marine Corps	Savings and Loan Associations
	Service Recruiting Officers
Employment Service	[State Employment Offices]
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 940

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

I. VISITS TO FIELD OFFICES
   1. Non-Bureau governmental officials
      a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
      b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
   2. Departmental officials
      a. Be courteous.
      b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
      c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
      d. Advise the Bureau in case of doubt.

J. MISCELLANEOUS
   1. Disarming demonstrations
      Are to be confined to law enforcement groups.
   2. Credentials
      Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
   3. Law enforcement officials
      a. Contact with
         (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
         (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
         (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

NW 88321 DocId:32989529 Page 941

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

b. Visits to Washington
When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the Assistant Director, Training and Inspection Division, Room 5256, Justice Building.

c. Letters of commendation, congratulations, appreciation, and condolence
When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

[4. [Inquiries concerning status of Bureau cases
[When a state official has expressed interest in the prosecutive status
[of a Bureau case, for a legitimate reason, such as deferment of state
[prosecution pending the outcome of the Federal case, insure that such
[official is kept appropriately advised, including the final outcome
[of the matter.]

5. U. S. Cabinet officers, Senators, and Congressmen
If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the attention of the Bureau's attention immediately.

K. SOURCES OF INFORMATION
Definition
An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

1. Index
Index card (3 by 5 inches) must be made up to contain:
   a. Names
   b. Addresses
   c. Organization or concern
   d. Type of information furnished
   e. Date of development

NW 88321 DocId:32989529 Page 942

February 27, 1962

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 113

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 1 and 2
Pages 5 and 6

Part I

Section 1 - Pages 3 and 4
Page 5

Section 14 - Pages 13a and 14
Page 15

Part II

Section 3 - Pages 5 and 6
Pages 7b and 8
Pages 11c and 12
Pages 15 and 15a
Pages 21 and 22
Page 23-24

Section 4 - Pages 19 and 20
Pages 27 and 28
Pages 37 and 38-46
Pages 57 and 58

Section 5 - Page 11

Section 6 - Pages 3a and 4

Section 7 - Pages 5 and 6

Section 8 - Pages 1 and 1a

Section 9 - Pages 19 and 20

Index - Pages 9 and 10

Very truly yours,

John Edgar Hoover

Director

Enclosures (22)

NW 88321 DocId:32989529 Page 943

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. [Indicate by an asterisk any change which was not previously called to the Bureau's attention.]
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 944

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.
   a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on the list.
      (1) The quality of the assistance the addressee is in a position to give
      (2) The cooperation which has been afforded
      (3) The following must appear on the list:
         Alcohol and Tobacco Tax Division
         Bureau of Customs
         Cooperative Credit Bureaus
         Duly Constituted Law Enforcement Officers
         FBINA Graduates
         Hotels
         Immigration and Naturalization Service
         Missions Providing Lodging
         Post Office Inspectors
         Postmasters
         Salvation Army
         Secret Service
         U. S. Marshals
      (4) The following may appear on the list:
         Automobile Clubs
         Banks
         [Car Rental Agencies]
         County Attorneys
         County Coroners
         Credit Companies
         Detective Agencies
         Enlistment Officers, [U. S. Air Force,] Army, Navy, Marine Corps
         Employment Service
         Fire Departments
         Forest Service
         Gunsmiths
         Insurance Companies
         Movie Studios
         Navy Shore Patrol
         Oil Company Special Agents
         Parole and Probation Officers
         Plant Quarantine Officers
         Protective Associations
         Race Tracks
         Savings and Loan Associations
         Service Recruiting Officers
         State Employment Offices
         State Hospitals for Insane
         Steamship Companies
         Telegraph Companies
         U. S. Attorneys
         U. S. Commissioners
   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to the desirability of circularizing motels.
   e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 945

April 30, 1962

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 115

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 1 and 2
Pages 3 and 4

Part I

Section 3 - Pages 1 and 2
Page 3

Section 6 - Pages 4a and 4b

Section 8 - Page 3
Pages 3a and 4

Section 10 - Pages 3 and 4 (Page 3a deleted)
Pages 5 and 6
Pages 7 and 8
Pages 9 and 10

Section 14 - Page 3
Pages 3a and 4

Section 16 - Pages 1 and 1a
Pages 1b and 2
Pages 7 and 8

Part II

Section 1 - Pages 5a and 6

Section 3 - Pages 1 and 1a
Pages 3b and 4
Pages 5 and 6
Pages 11 and 11a
Pages 13a and 14
Pages 15 and 15a
Pages 17 and 18

Section 4 - Page 4a
Pages 5 and 6
Pages 7 and 8
Pages 19 and 20
Pages 21 and 22
Page 25
Pages 25a and 26
Pages 33 and 34
Pages 37 and 38-46
Pages 49 and 50

Section 5 - Pages 3b and 4
Pages 9 and 10

Section 6 - Pages 1b and 2
Pages 5 and 5a

Section 7 - Pages 15 and 16
Pages 35 and 36

Section 8 - Pages 6a and 6b
Pages 7 and 8
Pages 13 and 14
Pages 15 and 16
Page 17
Pages 17a and 18
Pages 19 and 20
Pages 23 and 24
Pages 25 and 26

Section 9 - Pages 13 and 14
Pages 19 and 20

Index - Pages 15 and 16

Very truly yours,

John Edgar Hoover

Director

Enclosures (52)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
    a. Foreword by the Director
    b. Interesting case write-ups
    c. Articles which might assist law enforcement officers
    d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
[[Limited] to law enforcement officers and others engaged in[or having a
[legitimate interest in]law enforcement work
3. Filing and indexing
    a. In a 66 classification file, bound on the side, and fully indexed Informative matter to be indexed under subject matter.
    b. This file is to be kept permanently.
    c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 947

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES
1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS
1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 948

H. INFORMATION TO BE FURNISHED TO THE BUREAU
1. Which does not have a nationwide circulation or interest
a. Relating to law enforcement concerning
(1) Scientific apparatus
(2) Equipment
(3) Personnel
(4) Methods
(5) Economics
b. Newspaper clippings,[other than items bearing the date line of a national wire service, should be submitted when they concern]
(1) The FBI, derogatory and complimentary. If possible, show author.
(2) Outstanding abuses of parole and probation
(3) Outstanding instances of juvenile crime
(4) Bad local crime conditions
(5) Scientific crime detection experts
(6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
(7) Police training in colleges and universities
(8) Aggravated sex offenders
(9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
[(10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.]
2. Method of preparation for transmittal
a. Mount the clipping on[form FD-350 within the borders shown.
b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
d. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
e. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
f. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 949

[g. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
[h. Mounted clippings should read from top to bottom, column by column, from left to right.
[i. All clippings must be complete.
[j. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.]
[[k.] Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local[paper.] Forward clippings from resident agencies the day they arrive[at] headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
      The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Section) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

          Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Section, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 950

June 27, 1962

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 117

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 5 and 6

Part I

Section 1 - Pages 1 and 2
Pages 3 and 4

Section 14 - Pages 1 and 2

Part II

Section 2 - Pages 1d and 2
Pages 5 and 5a
Pages 5b and 6
Page 7
Pages 7a and 8

Section 3 - Pages 13a and 14
Pages 15 and 15a

Section 4 - Pages 3 and 4
Page 8a
Page 65

Section 6 - Pages 1b and 2
Page 9

Section 7 - Pages 3 and 4
Pages 5 and 6
Pages 7 and 8
Pages 9 and 10
Pages 11 and 12
Pages 13 and 14
Pages 14a and 14b
Pages 14c and 14d
Pages 14e and 14f
Pages 14g and 14h
Pages 14i and 14j
Page 14k
Pages 15 and 16
Page 17
Pages 17a and 18
Pages 19 and 20
Pages 25 and 26
Pages 27 and 28

Section 8 - Pages 4a and 4b

Section 9 - Pages 1 and 2
Pages 15b and 16

Index - Pages 5 and 6
Pages 11 and 12
Pages 13 and 14
Pages 19 and 20
Pages 23 and 24
Pages 25 and 26
Pages 26a and 26b
Pages 27 and 28
Page 28a

Very truly yours,

John Edgar Hoover

Director

Enclosures (46)

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
    a. Foreword by the Director
    b. Interesting case write-ups
    c. Articles which might assist law enforcement officers
    d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
    a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. [For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.]
    b. This file is to be kept permanently.
    c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 952

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   - b. Improved or unusual equipment being used
   - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   - d. Human interest items from local police work
   - e. Police and firearms training subjects
   - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   - g. Transmit all material to the Bureau under the caption:

     FBI Law Enforcement Bulletin
     Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   - a. Requested by the Bureau
   - b. Voluntarily submitted by the office of origin
   - c. Suggested by other offices
2. They are prepared concerning cases of:
   - a. Major importance
   - b. Public interest
   - c. Unusual and effective investigative techniques
   - d. Novel investigations of human interest
3. They are prepared:
   - a. Double spaced
   - b. Bureau file number to appear in upper left corner of first page
   - c. Title includes names and aliases of convicted subjects
   - d. Accurately
   - e. After a review of the entire file
   - f. In chronological or logical order, with all dates definite
   - g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 953

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of air lines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously
[effective. [Annually, on May 15,]the SAC must advise the Bureau of the
[number of newspapers[and radio and television stations]in his territory, the number with which he has had contact or with which representatives of his office have made contact, and the steps he is taking to insure maximum effectiveness of this type of contact, as well as what material other than
[spot news items was furnished to these[media;]e.g., the Director's Introduction in the FBI Law Enforcement Bulletin each month.

NW 88321 DocId:32989529 Page 954

October 29, 1962

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 121

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 2 - Pages ~~1 and 2~~

Section 10 - Pages ~~1 and 2~~

Section 13 - Pages ~~1a and 2~~
Page ~~7~~

Section 14 - Pages ~~1 and 2~~
Pages ~~3a and 4~~
Pages ~~10a and 10b~~
Pages ~~11 and 11a~~
Page ~~11b~~
Pages ~~11c and 12~~
~~11e and 13~~

Part II

Section 1 - Pages ~~3 and 4~~
Pages ~~5a and 6~~
Pages ~~7 and 8~~
Pages ~~9a and 10~~

Section 3 - Pages ~~19 and 20~~

Section 4 - Pages ~~2a and 2b~~
Pages ~~2c and 2d~~
Page ~~12a~~
Pages ~~19 and 20~~
Pages ~~21 and 22~~
Page ~~22a~~
Pages ~~33 and 34~~
Pages ~~35 and 36~~
Pages ~~49 and 50~~

Section 6 - Pages 5c and 6

Section 7- Pages ~~7 and 8~~
Pages ~~9 and 10~~
Pages ~~11 and 12~~
Pages ~~13 and 14~~
Pages ~~14a and 14b~~
Pages ~~14c and 14d~~
Pages ~~14e and 14f~~
Pages ~~14g and 14h~~
Pages ~~14i and 14j~~
Pages ~~14k and 14L~~
Pages ~~14m and 14n~~
Pages ~~14o and 14p~~

Section 8 - Pages ~~21 and 22~~
Pages ~~25 and 26~~

Section 9 - Pages ~~17 and 18~~
Pages ~~21 and 22~~

Index - Pages ~~9 and 10~~
Pages ~~13 and 14~~
Pages ~~19 and 20~~
Pages ~~25 and 26~~
Pages ~~27 and 28~~
Pages ~~33 and 34~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (47)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
   a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
   b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
   a. Be courteous.
   b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
   c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
   d. Advise the Bureau in case of doubt.

J. MISCELLANEOUS

[1. [Firearms, defensive tactics,]and disarming demonstrations
   Are to be confined to law enforcement groups.
2. Credentials
   Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
   a. Contact with
      (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
      (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
      (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

NW 88321 DocId:32989529 Page 956

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

b. Visits to Washington

When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

[When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the[head of
[the]Training Division, Room[5234,]Justice Building.

c. Letters of commendation, congratulations, appreciation, and condolence

When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

4. Inquiries concerning status of Bureau cases

When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.

5. U. S. Cabinet officers, Senators, and Congressmen

If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

K. SOURCES OF INFORMATION

Definition

An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

1. Index

Index card (3 by 5 inches) must be made up to contain:

a. Names
b. Addresses
c. Organization or concern
d. Type of information furnished
e. Date of development

NW 88321 DocId:32989529 Page 957

March 29, 1963

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 126

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages ~~3 and 4~~

Part I

Section 1 - Pages ~~1 and 2~~

Section 4 - Pages ~~2a and 2b~~
Pages ~~2c and 2d~~
Pages ~~3 and 4~~
Pages ~~5 and 5a~~

Section 12 - Pages ~~1 and 2~~
Pages ~~9 and 10~~

Section 14 - Pages ~~1 and 2~~
Page 3
Pages ~~3a and 4~~

Section 16 - Pages ~~7 and 8~~
Page ~~9~~

Part II

Section 2 - Pages ~~1 and 1a~~
Pages ~~5b and 6~~

Section 3 - Pages ~~3b and 4~~
Pages ~~13a and 14~~
Pages ~~15 and 15a~~

Section 4 - Pages ~~3 and 4~~
Page ~~12a~~
Pages ~~15a and 16~~
Pages ~~17 and 18~~
Pages ~~29 and 30~~
Pages ~~35 and 36~~
Pages ~~47 and 48~~
Pages ~~49 and 50~~

Section 6 - Pages ~~1b and 2~~

Section 7 - Pages ~~7 and 8~~
Pages ~~9 and 10~~
Pages ~~11 and 12~~
Pages ~~14i and 14j~~
Pages ~~14k and 14l~~

Index - Pages ~~1 and 2~~
Pages ~~5 and 6~~
Pages ~~9 and 10~~
Pages ~~17 and 18~~
Pages ~~19 and 20~~
Pages ~~23 and 24~~
Pages ~~26a and 26b~~
Pages ~~31 and 32~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (40)

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. [For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.]
   b. This file is to be kept permanently.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 959

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television[appearance,]a manuscript of the[remarks]must be submitted for the Bureau's review and approval[unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval.] In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 960

July 26, 1963

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 130

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 2a and 2b
Pages 2c and 2d

Section 5 - Pages 7 and 8

Section 10 - Pages 3 and 4
Page 11

Section 14 - Pages 10a and 10b
Pages 11c and 12

Part II

Section 1 - Pages 3 and 4
Page 5

Section 2 - Pages 1e and 2

Section 3 - Pages 5 and 6
Pages 13a and 14
Pages 15c and 16
Pages 17 and 18

Section 4 - Pages 37 and 38-46
Pages 51 and 52
Pages 53 and 54
Pages 59 and 60
Pages 61 and 62

Section 6 - Pages 5 and 5a
Pages 7 and 8

Section 8 - Pages 1 and 1a
Pages 6a and 6b

Index - Pages 1 and 2
Pages 3 and 4
Pages 7 and 8
Pages 11 and 12
Pages 17 and 18

Very truly yours,

John Edgar Hoover

Director

Enclosures (28)

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   [d. [Show whether the matter mentioned is being investigated.]
   [[e.] Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   [[f.] Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   [[g.] No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 962

[[h.] If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.

[[i.] Mounted clippings should read from top to bottom, column by column, from left to right.

[[j.] All clippings must be complete.

[[k.] Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.

[[l.] Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.

4. Submission of publications of security interest to the Bureau

a. General principle governing submissions

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.

b. Manner of handling and forwarding nonevidentiary copies of publications

(1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Section) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

(2) Each SAC and each legal attache must keep the Bureau, attention Central Research Section, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.

(3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 963

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, 3b, volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
[4. Gifts[should not be given to sources since such actions might be
[misconstrued.]

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
Use the following subheadings in the order given:
a. Description of proposed SAC contact
b. Services this contact can provide
c. Past relations with field office
d. Thumbnail sketch of known history
e. Derogatory information
f. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 964

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located[in areas regularly covered by road trips out of headquarters city or located]in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 965

September 27, 1963

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 133

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 3 and 4

Part I

Section 3 - Page 3

Section 10 - Pages 3 and 4
Pages 11 and 12
Page 13

Section 12 - Pages 9 and 10

Section 15 - Pages 1 and 2
Pages 3 and 4
Pages 4a and 4b
Pages 4c and 4d
Page 4e
Pages 5 and 6
Pages 7 and 8
Page 9

Section 16 - Pages 3 and 3a

Part II

Section 6 - Page 3
Pages 3a and 4

Section 8 - Page 3
Pages 4a and 4b

Index - Pages 5 and 6
Pages 7 and 8
Pages 13 and 14
Pages 15 and 16
Pages 19 and 20
Pages 29 and 30
Pages 31 and 32
Pages 35 and 36

Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

Do not:

a. Identify law enforcement officers by name but by title and NA affiliation

b. Show aliases of subjects of Dependents Assistance Act of 1950

c. Show aliases of victims of WSTA cases

d. Use complicated sentence structure

e. Use technical references to statutes

f. Express personal opinions

g. Reveal identity of confidential informants

h. Use Bureau expressions like "the subject" and "the Bureau"

i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter

j. Use adjectives excessively

5. Transmittal

Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.

6. Dissemination

New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.

2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. [On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters.] In all instances[the circular]letter must include the following:

a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known

b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence

c. A statement that the matter is to be treated confidentially

d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety

e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 967

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. *Law enforcement officials*
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 968

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
[Car Rental Agencies]
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, [U. S. Air Force,] Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 969

October 28, 1

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 134

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 2a and 2b
Pages 2c and 2d
Pages 7 and 8

Section 10 - Pages 3 and 4
Pages 11 and 12
Page 13

Section 12 - Pages 5 and 6

Part II

Section 3 - Pages 1 and 1a
Pages 3b and 4
Pages 5 and 6
Pages 25 and 26

Section 4 - Pages 49 and 50

Section 6 - Pages 5 and 5a

Section 7 - Pages 7 and 8-14
Pages 15 and 16
Pages 19 and 20

Section 8 - Pages 4a and 4b

Section 9 - Pages 15 and 15a
Pages 15b and 16

Index - Pages 3 and 4
Pages 9 and 10
Pages 11 and 12
Pages 17 and 18
Pages 21 and 22

Very truly yours,

John Edgar Hoover

Director

Enclosures (24)

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   [d. [Show whether the matter mentioned is being investigated.]
   [[e.] Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   [[f.] Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   [[g.] No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 971

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.

i. Mounted clippings should read from top to bottom, column by column, from left to right.

j. All clippings must be complete.

k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.

l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.

4. Submission of publications of security interest to the Bureau

a. General principle governing submissions

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.

b. Manner of handling and forwarding nonevidentiary copies of publications

(1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research[Unit)]unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

(2) Each SAC and each legal attache must keep the Bureau, attention Central Research[Unit,]informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.

(3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 972

January 27, 1954

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 137

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 3 - Page 3

Section 12 - Page 6a

Section 16 - Pages 1b and 2

Part II

Section 3 - Pages 3 and 3a
Pages 3b and 4
Page 5
Pages 5a and 6
Pages 15 and 15a
Pages 25 and 26

Section 4 - Pages 2c and 2d
Page 25
Pages 25a and 26
Pages 35 and 36
Pages 37 and 38-46
Pages 47 and 48
Pages 59 and 60
Pages 63 and 64

Section 6 - Pages 5 and 5a

Section 7 - Pages 17 and 17a

Section 9 - Pages 7 and 8
Pages 11 and 12
Pages 15 and 15a
Pages 15b and 16
Pages 17 and 18
Pages 19 and 20
Pages 23 and 24

Index - Pages 5 and 6
Pages 7 and 8
Pages 13 and 14
Pages 15 and 16
Pages 27 and 28
Pages 29 and 30
Pages 31 and 32
Pages 35 and 36

Very truly yours,

John Edgar Hoover

Director

Enclosures (34)

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 974

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
   The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research[Unit)]unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention Central Research[Unit,]informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW-88321 DocId:32989529 Page 975

May 27, 1964

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 141

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 5 - Page 7
Pages 7a and 8

Section 6 - Pages 7 and 8
Pages 9 and 10

Section 15 - Pages 1 and 2

Section 16 - Pages 1b and 2

Part II

Section 3 - Pages 9 and 10
Pages 13b and 14
Pages 15 and 15a
Pages 19 and 20
Pages 25 and 26
Pages 27 and 28

Section 4 - Pages 4a and 4b
Pages 25a and 26
Pages 37 and 38

Section 6 - Pages 1b and 2

Section 7 - Pages 23 and 24

Section 8 - Pages 1 and 1a
Page 3

Section 9 - Pages 23 and 24

Index - Pages 3 and 4
Pages 21 and 22
Pages 25 and 26
Pages 26a and 26b
(Page 30a deleted)
Pages 31 and 32
Pages 32a and 32b

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
    a. Foreword by the Director
    b. Interesting case write-ups
    c. Articles which might assist law enforcement officers
    d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
    a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
    [b. This file[may be destroyed when it is over five years old. Retain
    [index cards.]
    c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 977

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television[appearance,]a manuscript of the[remarks]must be submitted for the Bureau's review and approval[unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval.] In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 978

June 29, 1964

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 142

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 1 - Pages 3 and 4
Pages 5 and 6

Section 4 - Pages 3 and 4

Section 12 - Pages 1a and 2
Pages 3 and 4

Section 14 - Pages 11c and 12

Part II

Section 3 - Pages 5a and 6
Pages 13 and 13a
Pages 13b and 14
Pages 15 and 15a
Pages 29 and 30

Section 4 - Pages 2a and 2b
Pages 2c and 2d
Pages 5 and 6
Pages 7 and 8
Pages 25a and 26
Pages 27 and 28
Pages 37 and 38
Pages 57a and 58

Section 6 - Page 9

Section 7 - Pages 3 and 4

Section 8 - Pages 11 and 12
Page 12a
Pages 21 and 22

Section 9 - Pages 15 and 15a
Pages 23 and 24

Index

Pages 11 and 12
Pages 17 and 18
Pages 19 and 20
Pages 23 and 24
Pages 37 and 38

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
   a. Federal judges
   b. U. S. Attorneys
   c. Only outstanding state judges
   d. Governors
   e. Leading state and county prosecutors
   f. State attorneys general
   g. Officers of the National Association of County and Prosecuting Attorneys
   h. Executive secretary of state chamber of commerce
   i. In the principal cities:
      (1) Mayors
      (2) Chiefs of police
      (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
      (4) Managers or owners of leading and most important radio stations
      (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
      (6) Executive secretary or director of chambers of commerce
      (7) Heads of Federal intelligence agencies
      (8) Outstanding leaders of Government and business
      (9) Heads of larger universities
      (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
      (11) Top representatives of airlines
      (12) Managers of leading airports
      (13) Top representatives of railroads
      (14) Managers of leading railroad stations
      (15) Top representatives of telephone companies
      (16) Top representatives of Western Union
      (17) Managers of the most outstanding and important hotels
      (18) Heads of better business bureaus
      (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS
The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

N. NEWS MEDIA CONTACTS
As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. [The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.]

NW 88321 DocId:32989529 Page 980

March 29, 1965

MANUAL OF RULES AND REGULATIONS
REVISION NUMBER 151

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 3 and 4
Pages 5 and 6

Part I

Section 4 - Pages 2a and 2b

Section 8 - Page 1
Pages 1a and 2
Page 3

Section 12 - Pages 5 and 6

Section 14 - Pages 3a and 4

Section 17 (New section)
Pages 1 and 2
Page 3

Part II

Section 2 - Pages 1a and 2
Pages 9 and 10

Section 3 - Pages 17 and 18

Section 4 - Pages 13 and 14
Pages 29 and 30
Page 65

Section 6 - Pages 1 and 1a
Pages 7 and 8

Section 7 - Pages 5 and 6

Section 8 - Pages 1 and 1a

Section 9 - Pages 3 and 4

Index - Pages 1 and 2
Page 2a
Pages 5 and 6 (Pages 6a and 6b deleted)
Pages 7 and 8
Pages 9 and 10
Pages 11 and 12
Pages 13 and 14
Pages 14a and 14b
Page 14c
Pages 35 and 36

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases,[television and radio media should be merely provided with a written copy of the press release, and]Bureau personnel should not submit to live, filmed,[or tape-recorded interviews of any kind in connection with it.] Tact and diplomacy must be exercised in declining to participate in such interviews.
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

NW 88321 DocId:32989529 Page 982

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. Federal Firearms Act
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 983

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located[in areas regularly covered by road trips out of headquarters city or located]in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 984

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. [For security sources of information,]see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed;[for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions.] If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_____, SAC Contact." Mark the letter for the attention of the Crime Records Division.
Use the following subheadings in the order given:
a. Description of proposed SAC contact
b. Services this contact can provide
c. Past relations with field office
d. Thumbnail sketch of known history
e. Derogatory information
f. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

NW 88321 DocId:32989529 Page 985

December 27, 1

MANUAL OF RULES AND REGULATIONS
REVISION 160

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 10 - Page 2a

Part II

Section 3 - Pages 1 and 1a
Pages 15c and 16
Page 17
Pages 29 and 30

Section 4 - Pages 2c and 2d
Pages 3 and 4
Pages 11 and 12
Pages 23 and 24

Section 6 - Pages 1 and 1a

Section 9 - Pages 11 and 12
Pages 15b and 15c

Index

Pages 3 and 4
Pages 17 and 18

Very truly yours,

John Edgar Hoover

Director

Enclosures (14)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when wide-spread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. Federal Firearms Act
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 987

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases,[either local or national, SACs may, when requested, make personal appearances for television and radio, provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

NW 88321 DocId:32989529 Page 988

March 28, 1966

MANUAL OF RULES AND REGULATIONS
REVISION 163

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 5 and 6

Part I

Section 2 - Pages 3 and 4

Section 3 - Page 3

Section 11 - Pages 3 and 4

Section 13 - Pages 3 and 4

Section 16 - Pages 1b and 2

Part II

Section 2 - Pages 7a and 8

Section 3 - Pages 1b and 2
Page 19
Pages 19a and 20

Section 4 - Pages 23 and 24

Section 5 - Page 2a
Pages 3 and 3a

Section 6 - Page 9

Index

Pages 3 and 4
Page 4a
Pages 7 and 8
Pages 13 and 14
Pages 15 and 16 (Pages 14c and 14d deleted)
Pages 17 and 18
Pages 18a and 18b
Pages 21 and 22
Pages 22a and 22b
Pages 25 and 26
Pages 35 and 36
Pages 37 and 38

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of airlines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

[M. [DELETED]

N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 990

January 27, 1967

MANUAL OF RULES AND REGULATIONS
REVISION 174

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents - Pages 5 and 6

Part I

Section 3 - Page 3

Section 5 - Pages 1 and 2
Pages 3 and 4
Pages 7b and 8

Section 6 - Pages 7 and 8
Pages 9 and 10

Section 12 - Pages 1a and 2
Pages 9 and 10

Section 14 - Pages 9 and 10

Section 16 - Pages 1 and 1a
Pages 3 and 3a
Pages 7 and 8

Part II

Section 1 - Pages 5a and 6

Section 2 - Pages 7a and 8
Pages 9 and 10

Section 3 - Pages 13b and 14
Pages 15 and 15a

Section 4 - Pages 63 and 64

Section 5 - Pages 3 and 3a

Section 6 - Pages 3a and 4

Section 7 - Pages 5 and 6 (Pages 6a
Pages 7 and 8 and 6b
Pages 9 and 10 deleted)
Page 11-14
Pages 23 and 24
Page 25
Pages 25a and 26
Pages 27 and 28
Pages 29 and 30
Pages 31 and 32

Section 8 - Pages 4a and 4b
Pages 7 and 8
Pages 9 and 10

Section 9 - Pages 1 and 2
Pages 3 and 4

Index

Pages 1 and 2
Page 4a
Pages 9 and 10
Pages 14a and 14b
Pages 17 and 18
Pages 23 and 24
Pages 31 and 32
Pages 32a and 32b
Pages 32c and 32d
Pages 39 and 40
Pages 41 and 42

Very truly yours,

John Edgar Hoover

Director

Enclosures (47)

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.

[5. [A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.]

[6.] Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.

[7.] Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials
   a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
      (1) Chiefs of police
      (2) Sheriffs
      (3) State police or highway patrol commanders and ranking officers in command of districts
      (4) U. S. Marshals and deputies
      (5) Ranking Federal law enforcement officers
      (6) Wardens of penal institutions
      (7) District attorneys or county prosecutors
      (8) Railway police (if desirable)
      (9) Officers receiving law enforcement bulletins
      (10) Any other officials who receive identification orders
   b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
   c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa [zip code]	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa [zip code]	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa [zip code]	George Smith Constable	George Smythe	To show correct spelling

NW 88321 DocId:32989529 Page 992

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs
Banks
[Car Rental Agencies]
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, [U. S. Air Force,] Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 993

December 29, 1967
MANUAL OF RULES AND REGULATIONS
REVISION 186

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 1 - Pages 1 and 2

Section 13 - Pages ~~7 and 8~~

Section 14 - Page ~~5~~
Pages ~~7 and 8~~
Pages ~~9 and 10~~

Part II

Section 3 - Pages ~~29 and 30~~

Section 4 - Pages ~~2a and 2b~~

Section 6 - Pages ~~7 and 8~~

Section 7 - Page ~~8a~~

Index

Pages ~~13 and 14~~
Pages ~~15 and 16~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (11)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. For security sources of information, see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
[2. A complete file review must be made[and an FD-9 submitted]on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   [[e. Results of Identification Division check]
   [[f.] Derogatory information
   [[g.] Recommendation of SAC

   Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 995

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 996

May 27, 1968
MANUAL OF RULES AND REGULATIONS
REVISION 191

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 6 - Pages ~~4c and 4d~~

Section 15 - Pages ~~1 and 2~~
Pages ~~3 and 4~~

Part II

Section 1 - Page ~~1~~

Section 3 - Pages ~~3 and 3a~~
Page ~~3b~~
Pages ~~3c and 4~~
Pages ~~15 and 15a~~
Pages ~~15b and 15c~~
Pages ~~25 and 26~~

Section 4 - Pages ~~29 and 30~~

Section 6 - Pages 3 and 3a
Pages ~~3b and 4~~

Section 7 - Pages ~~15 and 16~~
Pages ~~17 and 17a~~

Section 8 - Pages ~~1 and 1a~~

Section 9 - Pages ~~15d and 16~~

Index

Pages ~~1 and 2~~
Pages ~~5 and 6~~
Pages ~~17 and 18~~
Pages ~~25 and 26~~
(Pages 24c, 24d 24e, and 24f deleted)
Pages ~~26a and 26b~~
Pages ~~26c and 26d~~
Pages ~~31 and 32~~
Pages ~~37 and 38~~
Pages ~~41 and 42~~
Pages ~~45 and 46~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

Do not:

a. Identify law enforcement officers by name but by title and NA affiliation

b. Show aliases of subjects of Dependents Assistance Act of 1950

c. Show aliases of victims of WSTA cases

d. Use complicated sentence structure

e. Use technical references to statutes

f. Express personal opinions

g. Reveal identity of confidential informants

h. Use Bureau expressions like "the subject" and "the Bureau"

i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter

j. Use adjectives excessively

5. Transmittal

Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.

6. Dissemination

New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.

2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. [On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters.] In all instances [the circular] letter must include the following:

a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known

b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence

c. A statement that the matter is to be treated confidentially

d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety

e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 998

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

[[On March 1 of each year all field offices shall forward to the Bureau
[a communication pertaining to a list of law enforcement officials and
[agencies whose cooperation might be helpful. One of the two following
[procedures should be used:]

[a. [(1)] On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the of-
[ficials of each Department, [the list described above.] Indicate by an asterisk any change which was not previously called to the Bureau's attention.

[[(a)] Chiefs of police
[[(b)] Sheriffs
[[(c)] State police or highway patrol commanders and ranking officers in command of districts
[[(d)] U. S. Marshals and deputies
[[(e)] Ranking Federal law enforcement officers
[[(f)] Wardens of penal institutions
[[(g)] District attorneys or county prosecutors
[[(h)] Railway police (if desirable)
[[(i)] Officers receiving law enforcement bulletins
[[(j)] Any other officials who receive identification orders

[(2)] Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 999

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[[(3)] Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

[[b. As an alternative, offices which believe it will save time and
[material may make any necessary changes as they occur in this
[list by typing the appropriate change on a strip of paper which
[will be taped over the item to be corrected. The page bearing the
[correction may then be reproduced on Xerox equipment and the new
[copy inserted in place of the corrected. Copies of the amended
[pages may then be furnished to the Bureau and interested employees
[in the offices. In this procedure, it is necessary to appropriately
[flag each individual change so that it may be readily identified
[without the necessity of a name-by-name review. Offices using this
[procedure must make the customary annual review of the list and
[submit a letter to the Bureau on March 1 of each year advising that
[the list the Bureau has is accurate and current.]

NW 88321 DocId:32989529 Page 1000

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.
   (1) The quality of the assistance the addressee is in a position to give
   (2) The cooperation which has been afforded
   (3) The following must appear on the list:
      - Alcohol and Tobacco Tax Division
      - Bureau of Customs
      - Cooperative Credit Bureaus
      - Duly Constituted Law Enforcement Officers
      - FBINA Graduates
      - Hotels
      - Immigration and Naturalization Service
      - Missions Providing Lodging
      - Post Office Inspectors
      - Postmasters
      - Salvation Army
      - Secret Service
      - U. S. Marshals
   (4) The following may appear on the list:
      - Automobile Clubs
      - Banks
      - [Car Rental Agencies]
      - County Attorneys
      - County Coroners
      - Credit Companies
      - Detective Agencies
      - Enlistment Officers, [U. S. Air Force,] Army, Navy, Marine Corps
      - Employment Service
      - Fire Departments
      - Forest Service
      - Gunsmiths
      - Insurance Companies
      - Movie Studios
      - Navy Shore Patrol
      - Oil Company Special Agents
      - Parole and Probation Officers
      - Plant Quarantine Officers
      - Protective Associations
      - Race Tracks
      - Savings and Loan Associations
      - Service Recruiting Officers
      - State Employment Offices
      - State Hospitals for Insane
      - Steamship Companies
      - Telegraph Companies
      - U. S. Attorneys
      - U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 1001

August 27, 1968
MANUAL OF RULES AND REGULATIONS
REVISION 194

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 12 - Page 1

Section 14 - Pages 15 and 16

Section 16 - Pages 1b and 2
Pages 3 and 3a

Part II

Section 3 - Pages 9 and 10
Pages 15 and 15a
Pages 15d and 16

Section 4 - Page 41-46

Section 6 - Pages 1 and 1a

Section 8 - Pages 3 and 4

Index

Pages 1 and 2
Pages 15 and 16
Pages 17 and 18
Pages 19 and 20
Pages 25 and 26
(Pages 24a and 24b deleted)
Pages 26a and 26b
Pages 26c and 26d
Pages 26e and 26f
Pages 45 and 46

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 1003

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases, [either local or national, SACs may, when requested, make personal appearances for television and radio, provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

NW 88321 DocId:32989529 Page 1004

September 27, 1968
MANUAL OF RULES AND REGULATIONS
REVISION 195

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 1 and 2
Pages 5 and 6

Part I

Section 2 - Deleted

Section 12 - Page 1

Section 16 - Pages 1b and 2
Pages 3 and 3a

Part II

Section 3 - Page 3b
Pages 9 and 10
Pages 15 and 15a

Section 4 - Pages 49 and 50
Pages 65 and 66
Page 67

Section 5 - Pages 3b and 4

Section 6 - Pages 7 and 8

Section 7 - Pages 17 and 17a

Index

Pages 3 and 4
Pages 9 and 10
Pages 21 and 22
Pages 37 and 38
Pages 41 and 42

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   [Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. For security sources of information, see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

   Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 1006

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 1007

December 27, 1968
MANUAL OF RULES AND REGULATIONS
REVISION 198

obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 7 and 8

Section 11 - Pages 3 and 4

Section 14 - Page 5
Pages 7 and 8
Pages 9 and 10

Part II

Section 6 - Pages 3b and 4

Section 7 - Pages 20a and 20b

Index

Pages 1 and 2
Page 14a
Pages 17 and 18
Pages 19 and 20

Very truly yours,

John Edgar Hoover

Director

Enclosures (11)

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 1009

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.
   a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on the list.
      (1) The quality of the assistance the addressee is in a position to give
      (2) The cooperation which has been afforded
      (3) The following must appear on the list:
      Alcohol and Tobacco Tax Division
      Bureau of Customs
      Cooperative Credit Bureaus
      Duly Constituted Law Enforcement Officers
      FBINA Graduates
      Hotels
      Immigration and Naturalization Service
      Missions Providing Lodging
      Post Office Inspectors
      Postmasters
      Salvation Army
      Secret Service
      U. S. Marshals
      (4) The following may appear on the list:
      Automobile Clubs
      Banks
      [[Car Rental Agencies]
      County Attorneys
      County Coroners
      Credit Companies
      Detective Agencies
      [Enlistment Officers,[U. S. Air
      [Force,]Army, Navy, Marine Corps
      Employment Service
      Fire Departments
      Forest Service
      Gunsmiths
      Insurance Companies
      Movie Studios
      Navy Shore Patrol
      Oil Company Special Agents
      Parole and Probation Officers
      Plant Quarantine Officers
      Protective Associations
      Race Tracks
      Savings and Loan Associations
      Service Recruiting Officers
      State Employment Offices
      State Hospitals for Insane
      Steamship Companies
      Telegraph Companies
      U. S. Attorneys
      U. S. Commissioners
   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to the desirability of circularizing motels.
   e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 1010

APRIL 25, 1969
MANUAL OF RULES AND REGULATIONS
REVISION 202

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part II

Section 3 - Page 11b
Pages 15b and 15c
Page 19
Pages 19a and 20
Pages 25 and 26
Pages 27 and 28

Section 4 - Pages 5 and 6
Pages 47 and 48
Pages 49 and 50
Pages 65 and 66

Section 6 - Pages 3b and 4

Section 7 - Pages 7 and 8
Page 8a
Pages 21b and 21c

Section 8 - Pages 1 and 1a
Pages 6a and 6b

Index

Pages 1 and 2
Page 14a
Pages 17 and 18
Pages 19 and 20
Pages 27 and 28
Pages 31 and 32
Pages 39 and 40

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 1012

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.
   a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on the list.
      (1) The quality of the assistance the addressee is in a position to give
      (2) The cooperation which has been afforded
      (3) The following must appear on the list:
         Alcohol, Tobacco[and Firearms] Division
         Bureau of Customs
         Cooperative Credit Bureaus
         Duly Constituted Law Enforcement Officers
         FBINA Graduates
         Hotels
         Immigration and Naturalization Service
         Missions Providing Lodging
         Post Office Inspectors
         Postmasters
         Salvation Army
         Secret Service
         U. S. Marshals
      (4) The following may appear on the list:
         Automobile Clubs
         Banks
         Car Rental Agencies
         County Attorneys
         County Coroners
         Credit Companies
         Detective Agencies
         Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
         Employment Service
         Fire Departments
         Forest Service
         Gunsmiths
         Insurance Companies
         Movie Studios
         Navy Shore Patrol
         Oil Company Special Agents
         Parole and Probation Officers
         Plant Quarantine Officers
         Protective Associations
         Race Tracks
         Savings and Loan Associations
         Service Recruiting Officers
         State Employment Offices
         State Hospitals for Insane
         Steamship Companies
         Telegraph Companies
         U. S. Attorneys
         U. S. Commissioners
   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to the desirability of circularizing motels.
   e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 1013

JULY 28, 1969
MANUAL OF RULES AND REGULATIONS
REVISION 205

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 1 and 2

Part I

Section 5 - Pages 1 and 2

Section 11 - Pages 1 and 2
Pages 3 and 4
Page 5

Section 12 - Pages 5 and 6
Pages 6a and 6b

Part II

Section 3 - Pages 25 and 26

Section 4 - Pages 2a and 2b
Pages 7 and 8
Page 15
Pages 65 and 66

Section 6 - Pages 7 and 8

Section 7 - Pages 7 and 8
Pages 15 and 16
Pages 21 and 21a
Pages 31 and 32

Section 8 - Pages 1 and 1a

Section 9 - Pages 15d and 16
Page 25

Index

Pages 1 and 2
Pages 15 and 16
Pages 19 and 20
Pages 21 and 22
Pages 27 and 28 (Pages 26c, 26d, 26e, and 26f deleted)
Pages 28a and 28b
Pages 28c and 28d
Pages 31 and 32
Pages 37 and 38
Pages 39 and 40
Pages 45 and 46

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   Every six months a letter of justification[(FD-401)]should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. [Follow instructions set out in]section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

   Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 1015

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 1016

OCTOBER 31, 1969
MANUAL OF RULES AND REGULATIONS
REVISION 208

Obsolete

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Pages 15 and 16

Part II

Section 1 - Pages 9a and 10

Section 2 - Page 7

Section 3 - Pages 15 and 15a

Section 4 - Pages 1 and 1a
Pages 2c and 2d
Pages 9 and 10
Pages 29 and 30
Pages 50a and 50b

Section 6 - Pages 5 and 5a

Section 8 - Pages 4a and 4b
Pages 27 and 28

Index

Pages 1 and 2
Pages 19 and 20
Pages 21 and 22
Pages 27 and 28
Pages 28a and 28b
Pages 31 and 32
Pages 33 and 34
Page 34a
Pages 37 and 38
Pages 41 and 42
Pages 43 and 44

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools <u>only</u> when there is some unusual feature about the publicity. <u>Examples</u>: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. [(File in individual[pertinent school]files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 1018

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
   The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Unit) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Unit, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 1019

JANUARY 30, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 211

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 3 and 4

Part I

Section 5 - Pages 5 and 6
Pages 9 and 10

Section 6 - Pages 4a and 4b
Pages 4c and 4d

Section 12 - Pages 9 and 10

Section 13 - Pages 7 and 8
Pages 9 and 10

Section 17 - Pages 1 and 2
Page 3

Part II

Section 1 - Pages 1a and 2

Section 2 - Page 1d

Section 3 - Pages 19a and 20

Section 6 - Pages 1 and 1a
Pages 1b and 2

Section 8 - Pages 1 and 1a
Pages 4c and 4d

Index

Pages 19 and 20
Pages 28c and 28d

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

NW 88321 DocId:32989529 Page 1020

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - [i. [State Firearms Control Assistance Act; unlawful possession or
   - [receipt of firearms]
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner; escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 1021

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. [In those instances in which a press release is issued at SOG, television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

NW 88321 DocId:32989529 Page 1022

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.

10. Copies of Bureau press releases to be placed in case file and press release file if exists.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
    a. Foreword by the Director
    b. Interesting case write-ups
    c. Articles which might assist law enforcement officers
    d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
    a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
    b. This file may be destroyed when it is over five years old. Retain index cards.
    c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 1023

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work.
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television[appearance,]a manuscript of the[remarks]must be submitted for the Bureau's review and approval[unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval.] In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 1024

FEBRUARY 27, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 212

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages ~~1 and 2~~
Pages ~~3 and 4~~

Part I

Section 5 - Pages ~~5 and 6~~
Pages ~~9 and 10~~
Pages 11 and 12
Page ~~13~~ (Pages 14 and 15 deleted)

Section 6 - Pages ~~1 and 2~~

Section 13 - Pages ~~3 and 4~~
Pages ~~5 and 6~~
Pages ~~7 and 8~~
Pages ~~9 and 10~~

Section 14 - Pages ~~3a and 4~~
Pages 5 and 6 (Page 5a deleted)
Pages ~~7 and 8~~
Pages ~~8a and 8b~~
Pages 9 and 10

Section 17 - Page ~~9~~

Part II

Section 1 - Page ~~1~~

Section 2 - Pages ~~5a and 6~~

Section 3 - Pages 3c and 4
Page 5
Pages ~~5a and 6~~
Pages ~~7 and 7a~~
Pages ~~15 and 15a~~
Pages ~~15b and 15c~~
Pages ~~37 and 38~~

Section 4 - Pages ~~1b and 2~~
Pages ~~2c and 2d~~
Pages ~~13 and 14~~
Pages ~~22a and 22b~~
Pages ~~29 and 30~~
Pages ~~35 and 36~~
Pages ~~65 and 66~~

Section 6 - Pages ~~1b and 2~~

Section 7 - Pages ~~5 and 6~~
Pages 21 and 21a

Section 9 - Pages ~~5 and 6~~
Pages ~~7 and 8~~

Index

Pages ~~15 and 16~~
Pages ~~31 and 32~~
Page ~~34a~~
Pages ~~41 and 42~~
Pages ~~43 and 44~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (43)

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.

10. Copies of Bureau press releases to be placed in case file and press release file if exists.

[[11. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.]

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 1026

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to [any radio or television[appearance,]a manuscript of the[remarks]must be [submitted for the Bureau's review and approval[unless previously approved [Bureau material is utilized or the program is of an impromptu nature and [time does not permit prior Bureau approval.] In some other cases involv- [ing important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 1027

MARCH 27, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 214

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages 5 and 6

Part I

Section 3 - Pages 1 and 2

Section 4 - Pages 9 and 10
Pages 11 and 12

Section 7 - Pages 1 and 2

Section 10 - Pages 1 and 2

Section 14 - Pages 15 and 16

Part II

Section 1 - Pages 3 and 4
Pages 6a and 6b

Section 2 - Page 4a

Section 3 - Pages 33 and 34

Section 4 - Pages 37 and 38
Pages 50a and 50b

Section 6 - Pages 5 and 5a

Section 7 - Pages 5 and 6

Section 8 - Page 23-24
Pages 27 and 28

Index

Pages 13 and 14
Page 27
Pages 27a and 27b
Pages 27c and 28
Pages 29 and 30
Pages 33 and 34

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 1029

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
   The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of [Research Section, Domestic Intelligence Division)] unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention [Research Section, Domestic Intelligence Division,] informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 1030

APRIL 27, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 215

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Table of Contents

Pages ~~3 and 4~~

Part I

Section 4 - Pages ~~13 and 14~~

Section 6 - Pages ~~1 and 2~~

Section 8 - Page ~~1~~
Pages ~~3 and 4~~ (Page 3a deleted)

Section 12 - Pages ~~9 and 10~~

Section 15 - Pages ~~1 and 2~~
Pages ~~3 and 4~~ (Page 4a deleted)
Pages ~~5 and 6~~
Pages ~~7 and 8~~
Pages ~~9 and 10~~

Part II

Section 1 - Pages 9a and 10

Section 3 - Pages 7b and 8
Page 20a
Pages ~~29 and 30~~

Section 4 - Pages ~~2a and 2b~~
Pages ~~57a and 58~~
Pages ~~59 and 60~~
Pages ~~65 and 66~~

Section 6 - Pages ~~3b and 4~~

Section 7 - Pages ~~5 and 6~~

Section 8 - Pages ~~1 and 1a~~
Pages 4c and 4d
Pages ~~5 and 6~~

Section 9 - Pages ~~3 and 4~~
Pages ~~7 and 8~~
Pages ~~9 and 10~~
Pages ~~11 and 12~~

Index

Pages ~~3 and 4~~
Pages ~~9 and 10~~
Pages ~~11 and 12~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown. Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 1032

[2. Identification orders, wanted flyers, and check circulars
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.

a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on list.

(1) Quality of assistance addressee is in a position to give
(2) Cooperation which has been afforded
(3) Following must appear on list:

Alcohol, Tobacco and Firearms Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Post Office Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) Following may appear on list:

Automobile Clubs
Banks
Car Rental Agencies
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 1033

MAY 28, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 216

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 14 - Page ~~17~~

Part II

Section 1 - Pages ~~7 and 8~~

Section 4 - Pages ~~13 and 14~~
Page ~~15~~
Pages ~~29 and 30~~
Pages ~~33 and 34~~
Pages ~~51 and 52~~

Section 5 - Pages ~~11 and 12~~

Section 6 - Pages ~~7 and 8~~

Section 7 - Pages ~~3 and 4~~
Pages ~~5 and 6~~

Section 8 - Pages ~~1 and 1a~~

Section 9 - Pages ~~17 and 18~~

Index

Pages ~~17 and 18~~
Pages ~~25 and 26~~ (Page 24a deleted)
Page ~~26a~~
Pages 35 and 36
Pages 39 and 40
Pages 45 and 46

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
   Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information
   Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. Follow instructions set out in section [130H,]item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

   Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 1035

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 1036

JUNE 26, 1970
MANUAL OF RULES AND REGULATIONS
REVISION 217

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 4 - Page 17
Pages ~~17a and 18~~

Section 13 - Pages ~~5 and 6~~
Pages 9 and 10

Part II

Section 3 - Pages ~~11 and 11a~~
Page ~~11b~~
Pages ~~15 and 15a~~

Section 4 - Pages ~~2a and 2b~~
Pages ~~5 and 6~~

Section 6 - Pages ~~1b and 2~~

Section 7 - Pages ~~25a and 26~~

Section 9 - Pages ~~1 and 2~~

Index

Pages ~~19 and 20~~ (Page 18a deleted)
Page ~~20a~~
Pages ~~28a and 28b~~
Pages 31 and 32
Page 34a
Pages ~~37 and 38~~
Pages 41 and 42

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.

[[10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.]

[[11.] Copies of Bureau press releases to be placed in case file and press release file if exists.

[[12.] In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 1038

d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   - b. Improved or unusual equipment being used
   - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   - d. Human interest items from local police work
   - e. Police and firearms training subjects
   - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   - g. Transmit all material to the Bureau under the caption:
     FBI Law Enforcement Bulletin
     Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to
[any radio or television[appearance,]a manuscript of the[remarks]must be
[submitted for the Bureau's review and approval[unless previously approved
[Bureau material is utilized or the program is of an impromptu nature and
[time does not permit prior Bureau approval.] In some other cases involv-
[ing important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   - a. Requested by the Bureau
   - b. Voluntarily submitted by the office of origin
   - c. Suggested by other offices
2. They are prepared concerning cases of:
   - a. Major importance
   - b. Public interest
   - c. Unusual and effective investigative techniques
   - d. Novel investigations of human interest
3. They are prepared:
   - a. Double spaced
   - b. Bureau file number to appear in upper left corner of first page
   - c. Title includes names and aliases of convicted subjects
   - d. Accurately
   - e. After a review of the entire file
   - f. In chronological or logical order, with all dates definite
   - g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 1039

MANUAL OF RULES AND REGULATIONS
NOVEMBER 27, 1970
REVISION 222

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 12 - - Pages ~~7 and 8~~

Section 15 - - Pages ~~1 and 2~~

Part II

Section I - - Pages ~~5a and 6~~
Pages ~~7 and 8~~

Section 3 - - Pages ~~1 and 1a~~

Section 4 - - Pages ~~35 and 36~~
Pages ~~37 and 38~~
Pages ~~39 and 40~~
Pages ~~41-46~~
Pages ~~47 and 48~~
Pages 49 and 50

Section 5 - - Pages ~~3 and 3a~~

Section 6 - - Pages 1b and 2

Section 7 - - Pages ~~5 and 6~~

Index

Pages 17 and 18

Very truly yours,

John Edgar Hoover

Director

Enclosures (15)

NW 88321 DocId:32989529 Page 1040

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. [Deleted]
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 1041

[d. [Deleted]

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Human interest items from local police work
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 1042

MANUAL OF RULES AND REGULATIONS
JANUARY 27, 1971
REVISION 224

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I.

Section 4 - - Pages ~~9 and 10~~

Section 5 - - Pages ~~1 and 2~~
Pages ~~5 and 6~~

Section 6 - - Pages ~~4a and 4b~~
Page ~~11~~ (new)

Section 11 - Pages 3 and 4

Section 14 - Page ~~17~~

Part II

Section 1 - - Pages ~~5a and 6~~

Section 2 - - Page ~~5~~
Pages ~~5a and 6~~

Section 4 - - Pages ~~4a and 4b~~
Pages ~~23 and 24~~
Pages ~~35 and 36~~
Pages ~~39 and 40~~

Section 6 - - Pages 1 and 1a

Section 7 - - Pages ~~5 and 6~~
Pages ~~7 and 8~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (17)

NW 88321 DocId:32989529 Page 1043

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - p. Federal Reserve Act
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - ak. Migratory Game Bird Act

NW 88321 DocId:32989529 Page 1044

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In those instances in which a press release is issued at SOG, television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.[Reading of these local press releases on the telephone to the news media should be done by the SAC or ASAC.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

NW 88321 DocId:32989529 Page 1045

MANUAL OF RULES AND REGULATIONS
AUGUST 27, 1971
REVISION 231

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Table of Contents
Pages ~~1 and 2~~

Part II

Section 3 - - Pages ~~1b and 2~~
Pages ~~3 and 3a~~
Page 3b
Pages ~~15 and 15a~~
Pages ~~15b and 15c~~
Pages ~~15d and 16~~
Page ~~19~~
Pages ~~25 and 26~~

Section 4 - - Page 12a
Pages 15a and 16
Pages 21 and 22
Pages 22a and 22b
Pages ~~23 and 24~~
Page 28a
Page 33
Pages ~~33a and 34~~
Pages ~~35 and 36~~
Pages ~~37 and 38~~
Pages ~~39 and 40~~
Pages ~~41 and 42-46~~
Pages 47 and 48

Section 5 - - Pages ~~4a and 4b~~

Section 6 - - Pages 7 and 8

Section 7 - - Pages ~~5 and 6~~
Pages ~~25a and 26~~
Page ~~27~~
Pages 27a and 28

Section 8 - - Pages ~~1 and 1a~~
Pages ~~3 and 4~~
Pages ~~4a and 4b~~

Section 9 - - Pages ~~15 and 15a~~
Pages ~~15b and 15c~~
Page ~~15d~~
Pages ~~15e and 16~~
Page ~~17~~
Pages ~~17a and 18~~
Pages ~~19 and 20~~
Pages ~~21 and 22~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (39)

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and[extremist]sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and[extremist] sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or[extremist] source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 1047

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 1048

MANUAL OF RULES AND REGULATIONS
MARCH 28, 1972
REVISION 238

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 10 - Pages ~~3 and 4~~

Section 14 - Page ~~11b~~
Pages 11c and 12
Pages 13 and 14
Page 17

Part II

Section 3 - - Pages ~~11c and 12~~
Page 13b

Section 4 - - Pages ~~3 and 4~~
Pages 25b and 26
Pages 37 and 38
Pages 39 and 40

Part II (continued)

Section 6 - - Pages 3b and 4

Section 7 - - Pages ~~17 and 17a~~

Section 9 - - Pages 21 and 22
Page 25

Very truly yours,

John Edgar Hoover

Director

Enclosures (15)

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 1050

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, and check circulars
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.

a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on list.

(1) Quality of assistance addressee is in a position to give

(2) Cooperation which has been afforded

(3) Following must appear on list:

[Alcohol, Tobacco and Firearms Division
Bureau of Customs
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
[Postal Service]Inspectors
Postmasters
Salvation Army
Secret Service
U. S. Marshals

(4) Following may appear on list:

Automobile Clubs
Banks
Car Rental Agencies
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
[Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S.[Magistrates]

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 1051

MANUAL OF RULES AND REGULATIONS
AUGUST 28, 1972
REVISION 243

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 6 - Pages 3 and 4
Pages 4c and 4d
Pages 5 and 6

Section 10 - Pages 3 and 4
Pages 5 and 6

Section 12 - Pages 1 and 1a
Pages 1b and 2
Pages 5 and 6
Pages 6a and 6b

Section 13 - Pages 1-1a and 2

Section 16 - Pages 3 and 3a
Pages 3b and 4
Pages 5 and 6

Part II

Section 3 - Page 12a

Section 5 - Pages 1 and 2
Pages ~~3 and 4~~
Pages ~~5 and 6~~
Pages 7 and 8
Pages 9 and 10
Pages ~~11 and 12~~
Page 13

Section 6 - Page 9

Section 9 - Pages 9 and 10

L. Patrick Gray, III

Acting Director

Enclosures (23)

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of airlines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
        [(20) Influential minority leaders]
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. DELETED

N. NEWS MEDIA CONTACTS
As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers[including minority-oriented newspapers,]must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 1053

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 7 - Pages 1 and 2

Part II

Section 3 - Pages 11 and 11a

Section 4 - Pages 2a and 2b
Pages 2c and 2d
Pages 9 and 10
Pages 27 and 28
Page 33

Section 6 - Pages 3b and 4
Pages 7 and 8

Section 7 - Pages 1 and 2
Pages 17 and 17a
Page 27

Section 9 - Pages 19 and 20
Page 20a
Pages 21 and 22

L. Patrick Gray, III

Acting Director

Enclosures (15)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 1055

2. Identification orders, wanted flyers, and check circulars
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.
   a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
   b. Decide what organizations, individuals, or concerns are to appear on list.
      (1) Quality of assistance addressee is in a position to give
      (2) Cooperation which has been afforded
      (3) Following must appear on list:
         [Bureau of Alcohol, Tobacco and Firearms]
         Bureau of Customs
         Cooperative Credit Bureaus
         Duly Constituted Law Enforcement Officers
         FBINA Graduates
         Hotels
         Immigration and Naturalization Service
         Missions Providing Lodging
         Postal Service Inspectors
         Postmasters
         Salvation Army
         Secret Service
         U. S. Marshals
      (4) Following may appear on list:
         Automobile Clubs
         Banks
         Car Rental Agencies
         County Attorneys
         County Coroners
         Credit Companies
         Detective Agencies
         Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
         Employment Service
         Fire Departments
         Forest Service
         Gunsmiths
         Insurance Companies
         Movie Studios
         Navy Shore Patrol
         Oil Company Special Agents
         Parole and Probation Officers
         Plant Quarantine Officers
         Protective Associations
         Race Tracks
         Savings and Loan Associations
         Service Recruiting Officers
         State Employment Offices
         State Hospitals for Insane
         Steamship Companies
         Telegraph Companies
         U. S. Attorneys
         U. S. Magistrates
   c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
   d. Give consideration to desirability of circularizing motels.
   e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW 88321 DocId:32989529 Page 1056

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete [or when it is determined a source is deceased.]

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index[except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.]

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the[Training]Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 1057

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 1058

MANUAL OF RULES AND REGULATIONS
MARCH 27, 1973
REVISION 250

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Section 1 - (Revised)
Pages 1 and 2
Pages 3 and 4
Pages 5 and 6
Pages 7 and 8
Page 9

Section 9 - Page 1
Pages 1a and 2

Section 14 - Page 17

Part II
Section 1 - Pages 5a and 6
Pages 6a and 6b
Pages 11 and 12

Section 2 - Pages 1b and 1c
Page 1d
Pages 1e and 2

Section 4 - Pages 41 and 42-46
Pages 47 and 48
Pages 50a and 50b

Section 6 - Pages 1 and 1a
Pages 1b and 2
Pages 5 and 5a

Section 7 - Pages 5 and 6

Index - Pages 39 and 40
Pages 41 and 42

L. Patrick Gray, III

Acting Director

Enclosures (23)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
   - a. Routine cases in which complaints have been filed
   - b. Selective Service cases, except when draft boards are involved
   - c. Interstate transportation of stolen motor vehicle, except when wide-spread rings are involved
   - d. White Slave Traffic Act
   - e. Deserter cases, except charges growing out of the harboring of deserters
   - f. Illegal wearing of uniform
   - g. Impersonation
   - h. National Firearms Act
   - i. State Firearms Control Assistance Act; unlawful possession or receipt of firearms
   - j. Extortion
   - k. Red Cross Act
   - l. Theft from interstate shipment
   - m. May Act
   - n. Patent matters
   - o. Copyright matters
   - [p. [Bank Fraud and Embezzlement]
   - q. Mail fraud
   - r. Falsely claiming citizenship
   - s. Illegal manufacture, possession, or wearing of civil defense insignia
   - t. Illegal manufacture, sale, or use of military cremation urn
   - u. Crimes on the high seas
   - v. National Bankruptcy Act
   - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
   - x. Crimes on Indian reservation
   - y. Crimes on Government reservation
   - z. Bills of Lading Act
   - aa. False entries in records of interstate carriers
   - ab. Illegal use of a railroad pass
   - ac. Interstate transportation of gambling devices
   - ad. Interstate transportation of lottery tickets
   - ae. Interstate transportation of obscene matter
   - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
   - ag. Interstate transportation of stolen property
   - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
   - ai. Bank robbery
   - aj. Interstate transportation of stolen cattle
   - [ak. Migratory Bird Act

NW 88321 DocId:32989529 Page 1060

2. Requesting authority for release
   a. By teletype
      At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
   b. By telephone where time is of essence
      [Confer with division head having supervision of the matter for investigative clearance and with[Press Services Office]for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. [In those instances in which a press release is issued at[FBIHQ,]television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received. Reading of these local press releases on the telephone to the news media should be done by the SAC or ASAC.
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

NW 88321 DocId:32989529 Page 1061

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
[[13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.]

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Deleted
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office [inspection by[FBIHQ.]
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.

NW 88321 DocId:32989529 Page 1062

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

d. Deleted

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. [Deleted]
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research[(Training Division)]

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 1063

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. [(File in individual[pertinent school]files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 1064

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
   The Bureau desires to receive publications of security interest at [FBIHQ]for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of[Section IS-3, Intelligence Division)]unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition)should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention [Section IS-3, Intelligence Division,]informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 1065

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 1 - Pages 7 and 8

Section 4 - Pages 5 and 6
Pages 7 and 8

Section 10 - Pages 1 and 2

Section 14 - Pages 15 and 16

Section 16 - Pages 7 and 8

Part II

Section 2 - Page 1d
Pages 9 and 10

Section 3 - Pages 1 and 1a
Pages 25 and 26

Section 4 - Page 12a
Pages 19 and 20
Pages 21 and 22

Section 6 - Pages 1b and 2
Pages 7 and 8

Section 7 - Pages 5 and 6

Section 8 - Pages 20a and 20b
Pages 21 and 22
Page 23-24

Section 9 - Pages 9 and 10
Pages 15e and 16
Pages 19 and 20

Index - Pages 27a and 27b

William D. Ruckelshaus

Acting Director

Enclosures (23)

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Deleted
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.
   d. Deleted

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Deleted
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      [Research[(Files and Communications Division)]

C. SPEECHES
1. [The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent Supervisor approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th. each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.]

D. INTERESTING CASE WRITE-UPS
1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 1068

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "________, SAC Contact." Mark the letter for the attention of the [Files and Communications] Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 1069

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. [The frequency of personal contact with SAC contacts is left to the discretion of the SAC; contacts should be evaluated periodically to determine their effectiveness and the desirability of their continuance.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. [Each office must submit a complete alphabetical roster of SAC contacts to reach the Bureau by the first week of November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.]
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 1070

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Section 1 - Pages 7 and 8
Page 9

Section 4 - Pages 17a and 18

Section 6 - Page 4a-b

Section 11 - Page 5

Part II
Section 1 - Page 1
Pages 1a and 2

Section 2 - Page 1d

Section 3 - Pages 3 and 3a

Section 4 - Pages 50a and 50b
Pages 53 and 54
Page 54a
Pages 55 and 56
Pages 57 and 57a
Pages 61 and 62

Section 6 - Pages 1b and 2
Pages 3 and 3a

Section 7 - Pages 21 and 21a
Pages 33 and 34

Section 8 - Pages 1 and 1a
Pages 10a and 10b
Pages 17 and 18
Pages 18a and 18b

Section 9 - Pages 11 and 12

Index - Pages 1 and 2
Page 2a
Pages 7 and 8
Pages 17 and 18
Page 18a
Page 43
Pages 43a and 44

Clarence M. Kelley

Director

Enclosures (31)

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Deleted
2. Distribution

   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.
   d. Deleted

NW 88321 DocId:32989529 Page 1072

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Deleted
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      Research (Files and Communications Division)

C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.

2 It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th. each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.

3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

NW 88321 DocId:32989529 Page 1073

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively

5. Transmittal
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention [Files and Communications] Division.

6. Dissemination
New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.

2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 1074

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
   - (a) Chiefs of police
   - (b) Sheriffs
   - (c) State police or highway patrol commanders and ranking officers in command of districts
   - (d) U. S. Marshals and deputies
   - (e) Ranking Federal law enforcement officers
   - (f) Wardens of penal institutions
   - (g) District attorneys or county prosecutors
   - (h) Railway police (if desirable)
   - (i) Officers receiving law enforcement bulletins
   - (j) Any other officials who receive identification orders

   (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 1075

MANUAL OF RULES AND REGULATIONS
NOVEMBER 27, 1973
REVISION 258

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 3 - Page 3

Section 8 - Pages 1 and 1a

Section 16 - Pages 1 and 1a
Pages 3 and 3a
Pages 3b and 4

Part II

Section 1 - Page 1

Section 3 - Pages 7b and 8
Pages 17a and 18
Page 19

Section 4 - Page 18a
Pages 41 and 42-46
Pages 50a and 50b

Section 5 - Pages 5 and 6

Section 6 - Pages 3b and 4
Pages 7 and 8

Section 7 - Pages 21 and 21a

Section 8 - Pages 27 and 28

Section 9 - Pages 13 and 14

Index
Pages 36a and 36b
Pages 37 and 38
39 and 40
41 and 42
45 and 46

Clarence M. Kelley

Director

Enclosures (23)

NW 88321 DocId:32989529 Page 1076

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which [will be taped over the item to be corrected. [The date of the [revision will be typed on a strip of paper and will be taped [under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

NW 88321 DocId:32989529 Page 1077

2. Identification orders, wanted flyers, and check circulars
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.

a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on list.

(1) Quality of assistance addressee is in a position to give
(2) Cooperation which has been afforded
(3) Following must appear on list:

[Bureau of Alcohol, Tobacco and Firearms
Cooperative Credit Bureaus
Duly Constituted Law Enforcement Officers
[FBINA Graduates
Hotels
Immigration and Naturalization Service
Missions Providing Lodging
Postal Service Inspectors
Postmasters
Salvation Army
Secret Service
[U. S. Customs Service]
U. S. Marshals

(4) Following may appear on list:

Automobile Clubs
Banks
Car Rental Agencies
County Attorneys
County Coroners
Credit Companies
Detective Agencies
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps
Employment Service
Fire Departments
Forest Service
Gunsmiths
Insurance Companies
Movie Studios
Navy Shore Patrol
Oil Company Special Agents
Parole and Probation Officers
Plant Quarantine Officers
Protective Associations
Race Tracks
Savings and Loan Associations
Service Recruiting Officers
State Employment Offices
State Hospitals for Insane
Steamship Companies
Telegraph Companies
U. S. Attorneys
U. S. Magistrates

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

NW-88321 DocId:32989529 Page 1078

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

L. SAC CONTACTS
1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "_______, SAC Contact." Mark the letter for the attention of the [External Affairs] Division. Use the following subheadings in the order given:
   a. Description of proposed SAC contact
   b. Services this contact can provide
   c. Past relations with field office
   d. Thumbnail sketch of known history
   e. Results of Identification Division check
   f. Derogatory information
   g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

NW 88321 DocId:32989529 Page 1079

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
   a. Name of the contact
   b. Office and home addresses and telephone numbers
   c. Nature of service which can be received
   d. Any comments which would be helpful in handling the individual
   e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
   f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
   g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. [The frequency of personal contact with SAC contacts is left to the discretion of the SAC; contacts should be evaluated periodically to determine their effectiveness and the desirability of their continuance.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. [Each office must submit a complete alphabetical roster of SAC contacts to reach the Bureau by the first week of November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.]
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

NW 88321 DocId:32989529 Page 1080

MANUAL OF RULES AND REGULATIONS
FEBRUARY 27, 1974
REVISION 261

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Section 12 - Pages 5 and 6
Pages 9 and 10

Section 14 - Page 11b

Part II
Section 2 - Page 11

Section 3 - Page 3b
Pages 3c and 4
Pages 13c and 14
Pages 37 and 38

Section 4 - Pages 1 and 1a
Pages 1b and 2
Pages 35 and 36
Pages 37 and 38
Pages 39 and 40
Pages 41 and 42-46
Page 47-50
Pages 51 and 52
Pages 57b and 58
Pages 59 and 60

Section 6 - Pages 1 and 1a
Pages 1b and 1c
Pages 1d and 1e
Pages 1f and 2
Page 2a
Pages 3 and 3a
Pages 5c and 6
Pages 9 and 10

Section 7 - Pages 5 and 6
Pages 7 and 8
Pages 23 and 24
Pages 33 and 34

Section 8 - Pages 11 and 12
Pages 13 and 14
Page 14a
Pages 15 and 16
Pages 17 and 18
Pages 18a and 18b
Page 18c
Pages 23 and 24

Index - Page 2a

Clarence M. Kelley

Director

Enclosures (39)

[[A. PRESS POLICY
1. Confidential Nature of FBI Operations
See Part I, Section 1, page 9, paragraph B of Manual of Rules and Regulations.
2. Title 28, Section 50.2 of the Code of Federal Regulations concerning release of information by personnel of the Department of Justice relating to criminal and civil proceedings states:
"(a) General. (1) The availability to news media of information in criminal and civil cases is a matter which has become increasingly a subject of concern in the administration of justice. The purpose of this statement is to formulate specific guidelines for the release of such information by personnel of the Department of Justice.
"(2) While the release of information for the purpose of influencing a trial is, of course, always improper, there are valid reasons for making available to the public information about the administration of the law. The task of striking a fair balance between the protection of individuals accused of crime or involved in civil proceedings with the Government and public understandings of the problems of controlling crime and administering government depends largely on the exercise of sound judgment by those responsible for administering the law and by representatives of the press and other media.
"(3) Inasmuch as the Department of Justice has generally fulfilled its responsibilities with awareness and understanding of the competing needs in this area, this statement, to a considerable extent, reflects and formalizes the standards to which representatives of the Department have adhered in the past. Nonetheless, it will be helpful in ensuring uniformity of practice to set forth the following guidelines for all personnel of the Department of Justice.
"(4) Because of the difficulty and importance of the questions they raise, it is felt that some portions of the matters covered by this statement, such as the authorization to make available Federal conviction records and a description of items seized at the time of arrest, should be the subject of continuing review and consideration by the Department on the basis of experience and suggestions from those within and outside the Department.
"(b) Guidelines to criminal actions. (1) These guidelines shall apply to the release of information to news media from the time a person is the subject of a criminal investigation until any proceeding resulting from such as investigation has been terminated by trial or otherwise.
"(2) At no time shall personnel of the Department of Justice furnish any statement or information for the purpose of influencing the outcome of a defendant's trial, nor shall personnel of the Department furnish any statement or information, which could reasonably be expected to be disseminated by means of public communication, if such a statement or information may reasonably be expected to influence the outcome of a pending or future trial.
"(3) Personnel of the Department of Justice, subject to specific limitations imposed by law or court rule or order, may make public the following information:

NW 88321 DocId:32989529 Page 1082

"(i) The defendant's name, age, residence, employment, marital status, and similar background information.

"(ii) The substance or text of the charge, such as a complaint, indictment, or information.

"(iii) The identity of the investigating and/or arresting agency and the length or scope of an investigation.

"(iv) The circumstances immediately surrounding an arrest, including the time and place of arrest, resistance, pursuit, possession and use of weapons, and a description of physical items seized at the time of arrest.

"Disclosures should include only incontrovertible, factual matters, and should not include subjective observations. In addition, where background information or information relating to the circumstances of an arrest or investigation would be highly prejudicial or where the release thereof would serve no law enforcement function, such information should not be made public.

"(4) Personnel of the Department shall not volunteer for publication any information concerning a defendant's prior criminal record, but information drawn from Federal conviction records may be made available in response to a specific request.

"(5) Because of the particular danger of prejudice resulting from statements in the period approaching and during trial, they ought strenuously to be avoided during that period. Any such statement or release shall be made only on the infrequent occasion when circumstances absolutely demand a disclosure of information and shall include only information which is clearly not prejudicial.

"(6) The release of certain types of information generally tends to create dangers of prejudice without serving a significant law enforcement function. Therefore, personnel of the Department should refrain from making available the following:

"(i) Observations about a defendant's character.

"(ii) Statements, admissions, confessions, or alibis attributable to a defendant, or the refusal or failure of the accused to make a statement.

"(iii) Reference to investigative procedures such as fingerprints, polygraph examinations, ballistic tests, or laboratory tests, or to the refusal by the defendant to submit to such tests or examinations.

"(iv) Statements concerning the identity, testimony, or credibility of prospective witnesses.

"(v) Statements concerning evidence or argument in the case, whether or not it is anticipated that such evidence or argument will be used at trial.

"(vi) Any opinion as to the accused's guilt, or the possibility of a plea of guilty to the offense charged, or the possibility of a plea to a lesser offense.

"(7) Personnel of the Department of Justice should take no action to encourage or assist news media in photographing or televising a defendant or accused person being held or transported in Federal custody. Departmental representatives should not make available photographs of a defendant unless a law enforcement function is served thereby.

NW 88321 DocId:32989529 Page 1083

"(8) This statement of policy is not intended to restrict the release of information concerning a defendant who is a fugitive from justice.
"(9) Since the purpose of this statement is to set forth generally applicable guidelines, there will, of course, be situations in which it will limit the release of information which would not be prejudicial under the particular circumstances. If a representative of the Department believes that in the interest of the fair administration of justice and the law enforcement process information beyond these guidelines should be released, in a particular case, he shall request the permission of the Attorney General or the Deputy Attorney General to do so.
"(c) Guidelines to civil actions. Personnel of the Department of Justice associated with a civil action shall not during its investigation or litigation make or participate in making an extrajudicial statement, other than a quotation from or reference to public records, which a reasonable person would expect to be disseminated by means of public communication if there is a reasonable likelihood that such dissemination will interfere with a fair trial and which relates to:
"(1) Evidence regarding the occurrence or transaction involved.
"(2) The character, credibility, or criminal records of a party, witness, or prospective witness.
"(3) The performance or results of any examinations or tests or the refusal or failure of a party to submit to such.
"(4) An opinion as to the merits of the claims or defenses of a party, except as required by law or administrative rule.
"(5) Any other matter reasonably likely to interfere with a fair trial of the action."

3. News Releases
Fairness, accuracy, and sensitivity to the rights of defendants, as well as to the public's right to know, must prevail in all dealings with the news media. Favoritism should be shown toward no newsman or no news medium.

Information concerning the FBI, including information regarding arrests and other developments in cases investigated by the FBI, is disclosed to news media, including newspapers, news magazines, news services, and radio and television networks or stations, (a) as news releases or announcements, initiated by the FBI, and (b) as responses to inquiries emanating from newsmen.

Each field office should maintain a control file containing all news releases issued by the office since the last inspection.

a. "One-Office" news releases
The vast majority of news releases made by field offices are issued to announce arrests in FBI cases. The provisions of Section 50.2 clearly apply to all of these. If an SAC feels that an exception to those provisions should be made in any individual case, he should make his views known to the Assistant Directors of (a) the substantive division involved and (b) the External Affairs Division. Exceptions to the instructions provided in Section 50.2 can be approved only by the Attorney General or the Deputy Attorney General, not by any official of the FBI.

NW 88321 DocId:32989529 Page 1084

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

All news releases made by field offices should be issued over the name of the SAC. They should be issued to all interested news media in the field office territory as simultaneously as possible; and they should provide as full an account of the facts as can be disclosed within the provisions of Section 50.2. In news releases announcing arrests or other developments attributable to the joint efforts of the FBI and other law enforcement agencies, appropriate recognition should, of course, be given to those other agencies.

SACs may authorize other experienced Special Agents, including Resident Agents, in their field offices to read or deliver news releases issued over the SAC's name to news media after the SAC has approved those news releases. However, those Special Agents should not expand upon the information in the news releases; and they should answer any inquiry or request for additional information by courteously telling the newsman involved that his inquiry or request will be brought to the attention of the SAC as quickly as possible for his consideration and action. The reason for the policy of referring all such matters to the SAC is to assure both uniformity and accuracy of any supplemental information that is provided to news media.

SACs also may authorize other experienced Special Agents to record news releases in compliance with requests of radio and television stations. However, only SACs or ASACs should make live or filmed television appearances involving the reading of news releases.

SACs have the option of accepting or declining such time-consuming requests made by radio and television stations. If declined, however, the declinations should be tactfully worded and explained so as to avoid any impression of partiality. If a request is accepted, the radio and/or television station involved should understand that the SAC or the Special Agent designated by the SAC will merely read the text of the news release and will not answer questions.

On occasion, SACs also issue news releases or make announcements dealing with administrative matters such as transfers of the SAC or ASAC of the field office or presentation of service awards to personnel of the field office. On such occasions, photographs and biographical sketches of the personnel involved may be made available to the news media. However, requests to interview these employees about their official duties and experiences should tactfully be declined.

NW 88321 DocId:32989529 Page 1085

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

So as to minimize the opportunities for criminal elements to harass Special Agents and their families, neither photographs nor biographical sketches of Special Agents should be made available to news media in connection with news releases, announcements, or inquiries pertaining to FBI investigations. The sole exception is in the case of employees who are killed in line of duty, in which instances the release of photographs and biographical data should be coordinated with the Administrative Division and the External Affairs Division.

b. "Multi-Office" news releases
News releases announcing arrests or other important developments in wide-ranging investigations often require close coordination and simultaneous release to the press by two or more field offices. The External Affairs Division should be consulted before any such news release is made, and consideration should be given to the question of whether a national news release is merited.

c. National news releases
As a general rule, national news releases announcing arrests or other investigative developments are issued only in exceptional cases involving (1) prominent persons, such as well-known business and civic leaders, entertainers, athletes, or officials of local, county, state, or Federal Government; (2) persons of national notoriety, such as members of the "Ten Most Wanted Fugitives"; (3) persons arrested for crimes that have attracted nationwide interest, such as prevailed in the 1950 robbery of Brink's Inc., at Boston, Massachusetts, and the 1964 murder of three young civil rights workers in Neshoba County, Mississippi; and (4) persons whose crimes have international ramifications, such as espionage agents or fugitives who have fled abroad. The heads of headquarters and field divisions should assure that the essential facts of all such cases, including anticipated developments therein, are promptly brought to the attention of the External Affairs Division on a continuing basis.

National news releases generally will be issued in Washington, D. C. However, copies will be furnished to all interested field offices so that the SACs of those offices can make them available to local news media within minutes of their release in Washington.

SACs should not expand upon the contents of national news releases without approval of both the substantive division involved and the External Affairs Division.

NW 88321 DocId:32989529 Page 1086

4. News Media Inquiries

There are two categories of news media inquiries. The first involves routine inquiries received at the field office regarding either investigative or administrative matters. These should be answered by the SAC or ASAC within the guidelines indicated above.

In responding to such inquiries, SACs and ASACs should be courteous, factual, and as helpful as possible. They should, however, avoid answering hypothetical questions or questions that would require them to express personal opinions on matters of intense local or national controversy.

The second category involves inquiries from the news media in emergency situations. Often these are received by Special Agents at the scenes of arrests, gun battles, or other fast-moving developments in investigations.

Unless undercover assignments or similar overriding circumstances dictate otherwise, Special Agents who are approached by newsmen at the scenes of fast-moving developments in FBI cases should (a) identify themselves as "a Special Agent of the FBI," (b) furnish the name of the field office to which they are assigned, and (c) state the general nature of the investigative operations, such as "We are here to serve an arrest (or a search) warrant." Requests for additional information should be answered by courteously referring the newsman to the field office or to the temporary field headquarters if such a temporary field headquarters has been established in the area.

Only SACs or ASACs should participate in question-and-answer interviews with representatives of any news medium at the scenes of fast-moving developments in FBI cases. In emergency situations, however, Special Agents can relay reporters' questions to the SAC by telephone or radio; and the SAC's responses thereto can be furnished to the reporters in the SAC's name by a Special Agent. In other than such emergency situations, Special Agents should courteously refer newsmen to the SAC or ASAC for answers to their questions; and Special Agents' investigative responsibilities attendant to such fast-moving developments must take precedence over questions or inquiries of newsmen.

No FBI employee should knowingly furnish an erroneous, deceptive, or misleading answer to a news media inquiry. In the overwhelming majority of cases, an unequivocal and definitive answer can be given reporters' questions regarding whether the FBI is, or is not, investigating a specific criminal act, as well as the reason why we have or have not instituted investigation. However, in kidnap-for-ransom cases and related crimes involving a threat against human life, neither the fact that the crime has occurred, nor the fact that the FBI is investigating it, should be disclosed or confirmed without the approval of the substantive investigative division and the External Affairs Division.

Due to the sensitivity of many banking-type institutions to publicity concerning the amount of loot obtained in robberies, burglaries, and larcenies of financial institutions, such information should not be disclosed to news media without the concurrence of the General Investigative Division and the External Affairs Division.

NW 88321 DocId:32989529 Page 1087

Under no circumstances should any employee ask or suggest that a newsman withhold information from the public without the concurrence of the substantive investigative division and the External Affairs Division.

5. Fugitive Publicity

News releases and other public disclosures designed to solicit public cooperation in the apprehension of FBI fugitives may contain more facts about the fugitive's criminal background than are permissible in news releases and announcements regarding arrests.

In publicity regarding FBI fugitives, extreme care should be taken to avoid statements that brand a fugitive as guilty of a crime for which he has not been convicted. Arrest numbers or other data that identify a photograph as having been made in connection with a past arrest or imprisonment should not appear in photographs of fugitives that are furnished to news media.

Field offices should coordinate all fugitive publicity with the Special Investigative Division and the External Affairs Division; and they should not hesitate to consult the External Affairs Division regarding questions or problems that arise in any area of news media relations.

6. Liaison With News Media

SACs who consider it necessary or advisable to do so may use one or more experienced Special Agents to assist in facilitating prompt and effective liaison with the news media. Such Agents will not be spokesmen for their field offices. They may furnish information to news media in the SAC's name after it has been approved by the SAC. They also may assist in preparing news releases, as well as responses to news media inquiries. These Agents should devote no more time to such news media liaison duties than is absolutely necessary.

It is the intent of these guidelines to facilitate a more open stance and, thereby, a mutually beneficial relationship between FBI and news media representatives. SACs, as well as other employees acting for them in news media relations, should be as responsive as practical and possible to inquiries and requests made by newsmen. The term "No comment" should be avoided except when its use is absolutely necessary. If an SAC does not know the answer to a newsman's question, he should have no hesitancy in stating, "I don't know," and/or, depending upon the nature of the inquiry, telling the newsman that he will contact him (the newsman) as soon as he has information that can be furnished to him.

SACs should avail themselves of every opportunity to meet and become well acquainted with leading citizens throughout their field divisions, including representatives of all important news media. They should seek to cultivate a personal, as well as an official, relationship with these individuals to the fullest extent that the demands of other duties make possible.]

NW 88321 DocId:32989529 Page 1088

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
   a. Foreword by the Director
   b. Interesting case write-ups
   c. Articles which might assist law enforcement officers
   d. Deleted
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.
   d. Deleted
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
   a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
   b. Improved or unusual equipment being used
   c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
   d. Deleted
   e. Police and firearms training subjects
   f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
   g. Transmit all material to the Bureau under the caption:
      FBI Law Enforcement Bulletin
      [Research[(External Affairs]Division)

NW 88321 DocId:32989529 Page 1089

C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th. each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence

h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.

i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively

5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention [External Affairs] Division.

6. Dissemination
   New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.

2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 1091

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.

(a) Chiefs of police
(b) Sheriffs
(c) State police or highway patrol commanders and ranking officers in command of districts
(d) U. S. Marshals and deputies
(e) Ranking Federal law enforcement officers
(f) Wardens of penal institutions
(g) District attorneys or county prosecutors
(h) Railway police (if desirable)
(i) Officers receiving law enforcement bulletins
(j) Any other officials who receive identification orders

(2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 1092

I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
   a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
   b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
   a. Be courteous.
   b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
   c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
   d. Advise the Bureau in case of doubt.

J. MISCELLANEOUS

[1. [Firearms, defensive tactics,]and disarming demonstrations
   Are to be confined to law enforcement groups.
2. Credentials
   Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
   a. Contact with
      (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
      (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
      (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

NW 88321 DocId:32989529 Page 1093

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

b. Visits to Washington
When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

[When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the [Assistant Director of External Affairs Division, Room 5634,] Justice Building.

c. Letters of commendation, congratulations, appreciation, and condolence
When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the

[. field office indices concerning the citizen. [Form FD-468 may be used.]
In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

4. Inquiries concerning status of Bureau cases
When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.

5. U. S. Cabinet officers, Senators, and Congressmen
If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

K. SOURCES OF INFORMATION
Definition
An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

1. Index
Index card (3 by 5 inches) must be made up to contain:
a. Names
b. Addresses
c. Organization or concern
d. Type of information furnished
e. Date of development

NW 88321 DocId:32989529 Page 1094

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
        (1) Mayors
        (2) Chiefs of police
        (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
        (4) Managers or owners of leading and most important radio stations
        (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
        (6) Executive secretary or director of chambers of commerce
        (7) Heads of Federal intelligence agencies
        (8) Outstanding leaders of Government and business
        (9) Heads of larger universities
        (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
        (11) Top representatives of airlines
        (12) Managers of leading airports
        (13) Top representatives of railroads
        (14) Managers of leading railroad stations
        (15) Top representatives of telephone companies
        (16) Top representatives of Western Union
        (17) Managers of the most outstanding and important hotels
        (18) Heads of better business bureaus
        (19) Heads of leading banks
        (20) Influential minority leaders
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

[[M.] NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 1095

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

NW 88321 DocId:32989529 Page 1096

MANUAL OF RULES AND REGULATIONS
MAY 28, 1974
REVISION 264

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Table of Contents - Pages 5 and 6

Section 1 - Pages 1 and 2
Pages 3 and 4

Section 3 - Pages 1 and 2

Section 4 - Pages 11a and 12

Section 5 - Page 13

Section 6 - Pages 5 and 6

Section 10 - Pages 3 and 4

Section 12 - Pages 1b and 2
Pages 3 and 4

Section 16 - Pages 1d and 2

Part II
Section 3 - Pages 5a and 6
Pages 11 and 11a
Pages 27 and 28
Pages 35 and 36
Pages 37 and 38

Part II (cont.)
Section 4 - Pages 13 and 14
Pages 29 and 30
Pages 57 and 57a

Section 6 - Pages 1f and 2
Page 2a
Pages 3 and 3a
Pages 9 and 10

Section 7 - Pages 5 and 6
Pages 7 and 8

Section 8 - Page 18c
Page 29

Section 9 - Pages 17a and 18

Index - Pages 17 and 18
Pages 19a and 20
Pages 20a and 20b

Clarence M. Kelley

Director

Enclosures (31)

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[Under no circumstances should any employee ask or suggest that a newsman withhold information from the public without the concurrence of the substantive investigative division and the External Affairs Division.

5. Fugitive Publicity

News releases and other public disclosures designed to solicit public cooperation in the apprehension of FBI fugitives may contain more facts about the fugitive's criminal background than are permissible in news releases and announcements regarding arrests.

In publicity regarding FBI fugitives, extreme care should be taken to avoid statements that brand a fugitive as guilty of a crime for which he has not been convicted. Arrest numbers or other data that identify a photograph as having been made in connection with a past arrest or imprisonment should not appear in photographs of fugitives that are furnished to news media.

Field offices should coordinate all fugitive publicity with the Special Investigative Division and the External Affairs Division; and they should not hesitate to consult the External Affairs Division regarding questions or problems that arise in any area of news media relations.

6. Liaison With News Media

SACs who consider it necessary or advisable to do so may use one or more experienced Special Agents to assist in facilitating prompt and effective liaison with the news media. Such Agents will not be spokesmen for their field offices. They may furnish information to news media in the SAC's name after it has been approved by the SAC. They also may assist in preparing news releases, as well as responses to news media inquiries. These Agents should devote no more time to such news media liaison duties than is absolutely necessary.

It is the intent of these guidelines to facilitate a more open stance and, thereby, a mutually beneficial relationship between FBI and news media representatives. SACs, as well as other employees acting for them in news media relations, should be as responsive as practical and possible to inquiries and requests made by newsmen. The term "No comment" should be avoided except when its use is absolutely necessary. If an SAC does not know the answer to a newsman's question, he should have no hesitancy in stating, "I don't know," and/or, depending upon the nature of the inquiry, telling the newsman that he will contact him (the newsman) as soon as he has information that can be furnished to him.

SACs should avail themselves of every opportunity to meet and become well acquainted with leading citizens throughout their field divisions, including representatives of all important news media. They should seek to cultivate a personal, as well as an official, relationship with these individuals to the fullest extent that the demands of other duties make possible.]

NW 88321 DocId:32989529 Page 1098

B. FBI LAW ENFORCEMENT BULLETIN
This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
   a. Foreword by the Director
   b. [Fugitive notices and interesting or unusual fingerprint patterns
   c. Articles and features designed to inform law enforcement officers of new, but proven, programs and techniques to enhance their professional capabilities
   d. Items alerting law enforcement officers to dangerous weapons or techniques utilized by the criminal element]
2. Distribution
   Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
   a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
   b. This file may be destroyed when it is over five years old. Retain index cards.
   c. Current copy should be placed in bookcase, available to all Agents.
   d. Deleted
4. [Suggestions and submissions
   a. Each field office is required to submit three suggestions for byline articles from each state within its territory. Prior to submitting suggestions, proposed authors may be approached to determine their willingness to prepare an article and to identify the scope of their topic. However, proposed authors should not be asked to prepare a manuscript until the Bureau notifies the field office that the suggestion has been accepted and the article is requested. In contacts with any proposed or potential authors, absolutely no representations should be made which would obligate the FBI to any publishing commitments since many factors determine which articles received are ultimately published.
   b. In suggesting featured articles, consideration should mainly be given to manuscripts concerning proven programs and techniques of law enforcement which may be of significant value to other agencies. Suggestions should be concerned with training, research, or operational matters. Avoid items of a "newsletter" nature and matters which have a limited scope of interest in the profession.
   c. Each field office should be alert to exceptional photographs which could be recommended for use as a cover for the magazine. The Bureau wishes to project on the Bulletin's cover the best image of law enforcement. Attention-getting photographs showing officers giving aid to helpless citizens, protecting the weak, comforting the injured, or apprehending the guilty are examples of those that should be recommended when they come to the attention of field offices.
   d. Transmit all material for the magazine to the Bureau under the caption:

      FBI Law Enforcement Bulletin
      Research Section (External Affairs Division)]

NW 88321 DocId:32989529 Page 1099

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th. each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence
   h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
   i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

NW 88321 DocId:32989529 Page 1100

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively
5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, Attention: External Affairs Division.
6. Dissemination
   [Field Offices will be advised by routing slip when new write-ups are prepared. If copies are desired, an appropriate letter should be submitted to the Bureau, Attention: External Affairs Division, setting forth the specific use for which the write-up is intended. In instances where write-ups, either those previously prepared or those to be published in the future, may be released outside the Bureau, it will be necessary to first obtain Bureau approval.
7. Interesting case control file
   A copy of all communications concerning the dissemination of write-ups outside the Bureau is to be placed in the Interesting Case Control file. These communications should contain the identity of the person to whom the write-up is being made available, as well as the purpose for which it is to be used.]

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS
1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 1101

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

   On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

   a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
      (a) Chiefs of police
      (b) Sheriffs
      (c) State police or highway patrol commanders and ranking officers in command of districts
      (d) U. S. Marshals and deputies
      (e) Ranking Federal law enforcement officers
      (f) Wardens of penal institutions
      (g) District attorneys or county prosecutors
      (h) Railway police (if desirable)
      (i) Officers receiving law enforcement bulletins
      (j) Any other officials who receive identification orders

      (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 1102

13. Additional persons to be contacted shortly after the arrival of the SAC include:
    a. Federal judges
    b. U. S. Attorneys
    c. Only outstanding state judges
    d. Governors
    e. Leading state and county prosecutors
    f. State attorneys general
    g. Officers of the National Association of County and Prosecuting Attorneys
    h. Executive secretary of state chamber of commerce
    i. In the principal cities:
       (1) Mayors
       (2) Chiefs of police
       (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
       (4) Managers or owners of leading and most important radio[and television] stations
       (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
       (6) Executive secretary or director of chambers of commerce
       (7) Heads of Federal intelligence agencies
       (8) Outstanding leaders of Government and business
       (9) Heads of larger universities
       (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
       (11) Top representatives of airlines
       (12) Managers of leading airports
       (13) Top representatives of railroads
       (14) Managers of leading railroad stations
       (15) Top representatives of telephone companies
       (16) Top representatives of Western Union
       (17) Managers of the most outstanding and important hotels
       (18) Heads of better business bureaus
       (19) Heads of leading banks
       (20) Influential minority leaders
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 1103

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

NW 88321 DocId:32989529 Page 1104

MANUAL OF RULES AND REGULATIONS
DECEMBER 27, 1974
REVISION 271

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Table of Contents - Pages 3 and 4
Pages 5 and 6

Section 6 - Page 7-8
Pages 9 and 10

Section 16 - Pages 3 and 3a

Section 18 - (New Section)
Pages 1 and 2
Pages 3 and 4

Part II
Section 1 - Pages 1a and 2
Pages 3 and 4

Section 2 - Pages 1 and 1a

Section 3 - Pages 11c and 12
Pages 17a and 18

Section 4 - Pages 35 and 36
Pages 37 and 38
Pages 41 and 42-46
Page 47-50
Pages 57b and 58
Pages 59 and 60
Pages 63 and 64

Section 6 - Pages 3 and 3a
Page 5b

Section 8 - Pages 1b and 2

Index - Pages 7 and 8

Clarence M. Kelley

Director

Enclosures (23)

4. Do not:
   a. Identify law enforcement officers by name but by title and NA affiliation
   b. Show aliases of subjects of Dependents Assistance Act of 1950
   c. Show aliases of victims of WSTA cases
   d. Use complicated sentence structure
   e. Use technical references to statutes
   f. Express personal opinions
   g. Reveal identity of confidential informants
   h. Use Bureau expressions like "the subject" and "the Bureau"
   i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
   j. Use adjectives excessively
5. Transmittal
   Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, Attention: External Affairs Division.
6. Dissemination
   [Field Offices will be advised by routing slip when new write-ups are prepared. If copies are desired, an appropriate letter should be submitted to the Bureau, Attention: External Affairs Division, setting forth the specific use for which the write-up is intended. In instances where write-ups, either those previously prepared or those to be published in the future, may be released outside the Bureau, it will be necessary to first obtain Bureau approval.
7. Interesting case control file
   A copy of all communications concerning the dissemination of write-ups outside the Bureau is to be placed in the Interesting Case Control file. These communications should contain the identity of the person to whom the write-up is being made available, as well as the purpose for which it is to be used.]

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS
1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
   a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
   b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
   c. A statement that the matter is to be treated confidentially
   d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
   e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

NW 88321 DocId:32989529 Page 1106

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, [[color, religion, sex, or national origin.]
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

[F. RADIO [AND TELEVISION] BROADCASTS

[Radio [and television] broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.

(a) Chiefs of police
(b) Sheriffs
(c) State police or highway patrol commanders and ranking officers in command of districts
(d) U. S. Marshals and deputies
(e) Ranking Federal law enforcement officers
(f) Wardens of penal institutions
(g) District attorneys or county prosecutors
(h) Railway police (if desirable)
(i) Officers receiving law enforcement bulletins
(j) Any other officials who receive identification orders

(2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

NW 88321 DocId:32989529 Page 1107

c. Purchase of individual publications at Bureau request
When the Bureau requests a field office to purchase and forward one or more copies of publications of security interest, it is desired, unless otherwise specifically stated, that nonevidentiary copies be forwarded. With respect to these specific Bureau requests for the purchase of individual copies of publications, the requested non-evidentiary copies should be forwarded to the Bureau by routing slip via ordinary mail.

d. Obtaining and retaining evidentiary copies of publications in the field
When the submitting office determines, or is advised by the Bureau, that a certain issue of a publication (which has already been forwarded to the Bureau) is deemed to be of sufficient importance to warrant the obtaining of an evidentiary copy of that issue, a copy thereof should be obtained through live informants or by having an Agent purchase a copy at a public outlet for that publication, if confidentially feasible. The evidentiary copy, bearing complete identifying data, should be retained as evidence in the field office, and the Bureau should be so advised by letter, setting forth complete identifying data concerning the evidentiary copy, together with the caption and file number of the file in which the evidentiary copy is retained.

e. Transmittal of evidentiary copies of publications to the Bureau
Instances in which the field will transmit evidentiary copies of publications to the Bureau will be limited almost exclusively to the submission of copies of foreign language publications for translation of certain material for use as evidence. In these instances, it is required that:
(1) Each copy submitted bear complete identifying data
(2) The material be forwarded in sealed envelopes labeled "Evidence"
(3) The material be forwarded via registered mail
(4) The cover letter of transmittal be marked for the attention of the FBI Laboratory; state clearly that it is contemplated that the publications (and translations thereof) will be used as evidence; identify clearly the enclosed publications as to title, place of publication, and date of issue; show the method of transmittal of the evidence to the Bureau; and indicate the desired disposition of the evidence.

f. Calling attention of Bureau to publications of security interest
When a field office obtains an evidentiary copy of a publication which it desires to call to the Bureau's attention, a letter should be addressed to the Bureau to that end. Title, author, publisher, and the general nature should be very briefly set forth, together with the identifying data proper to the evidentiary copy. The letter should be informative, not requiring an answer. A nonevidentiary duplicate copy of that publication should be enclosed with the letter, if readily available. If a nonevidentiary copy is not readily available, that fact should be stated in the letter. If the Bureau desires to obtain a nonevidentiary duplicate copy of the publication for review, efforts will be made to obtain it through the appropriate field office. If not obtained, the office possessing the evidentiary copy will be requested to forward to the Bureau a Photostat thereof.

NW 88321 DocId:32989529 Page 1108

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part II

Section 3 - Pages 1c and 2
Pages 3c and 4
Pages 5a and 6
Page 11b
Pages 11c and 12
Pages 13 and 13a
Page 13b
Pages 13c and 14
Pages 15 and 15a
Pages 15b and 15c
Pages 15d and 16
Page 17
Pages 33 and 34
Pages 35 and 36

Section 4 - Pages 1b and 2
Pages 7 and 8
Page 8a
Pages 33a and 34
Pages 65 and 66

Section 6 - Page 2a

Section 8 - Pages 1 and 1a
Pages 19 and 20
Pages 23 and 24-26
(Delete pages 25 and 26)

Section 9 - Pages 7 and 8
Pages 9 and 10
Page 17
Pages 19 and 20

Clarence M. Kelley

Director

Enclosures (27)

C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups. [In addition, identify the 10 most important speeches given during the 6-month period covered by the report and indicate who gave them.]
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
   a. Requested by the Bureau
   b. Voluntarily submitted by the office of origin
   c. Suggested by other offices
2. They are prepared concerning cases of:
   a. Major importance
   b. Public interest
   c. Unusual and effective investigative techniques
   d. Novel investigations of human interest
3. They are prepared:
   a. Double spaced
   b. Bureau file number to appear in upper left corner of first page
   c. Title includes names and aliases of convicted subjects
   d. Accurately
   e. After a review of the entire file
   f. In chronological or logical order, with all dates definite
   g. Showing the actual time which is to be served under sentence
   h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
   i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

NW 88321 DocId:32989529 Page 1110

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I
Table of Contents - Pages 5 and 6

Section 12 - Pages 1 and 1a
Pages 5 and 6

Section 14 - Pages 13 and 14

Section 16 - Pages 3 and 3a
Page 3b

Section 17 - Pages 1 and 2
Pages 3 and 4

Part II
Section 3 - Pages 1 and 1a
Pages 9 add 10
Pages 15 and 15a

Section 4 - Page 47-50
Pages 59 and 60

Section 5 - Page 13

Section 6 - Pages 5 and 5a
Page 7-8
Pages 9 and 10

Section 7 - Pages 5 and 6

Section 8 - Pages 27 and 28
Pages 29 and 30

Section 9 - Pages 21 and 22
Page 25

Index - Page 43

Clarence M. Kelley

Director

Enclosures (23)

NW 88321 DocId:32989529 Page 1111

H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
   a. Relating to law enforcement concerning
      (1) Scientific apparatus
      (2) Equipment
      (3) Personnel
      (4) Methods
      (5) Economics
   b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
      (1) The FBI, derogatory and complimentary. If possible, show author.
      (2) Outstanding abuses of parole and probation
      (3) Outstanding instances of juvenile crime
      (4) Bad local crime conditions
      (5) Scientific crime detection experts
      (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual pertinent school files clippings relative to each police school in which field participates.)
      (7) Police training in colleges and universities
      (8) Aggravated sex offenders
      (9) Matters appearing in the press concerning the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
      (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
   a. Mount the clipping on form FD-350 within the borders shown.
   b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
   c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
   d. Show whether the matter mentioned is being investigated.
   e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
   f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
   g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

NW 88321 DocId:32989529 Page 1112

h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
i. Mounted clippings should read from top to bottom, column by column, from left to right.
j. All clippings must be complete.
k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.

3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
   a. General principle governing submissions
   The Bureau desires to receive publications of security interest at
[[FBIHQ]for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
   b. Manner of handling and forwarding nonevidentiary copies of publications
      (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the
[attention of[Section IS-3, Intelligence Division)]unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition)should be further annotated: "Not Evidence."

      Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
      (2) Each SAC and each legal attache must keep the Bureau, attention
[[Section IS-3, Intelligence Division,]informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
      (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

NW 88321 DocId:32989529 Page 1113

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section[130I,]item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

[L. [PUBLIC CONTACTS
1. Public contacts are defined as persons who, because of their positions, can and do render extraordinary service or provide unusual and highly valuable assistance to the FBI.
2. Immediately upon assuming the duties of SAC, such SAC should visit leading officials located in the field division.]

NW 88321 DocId:32989529 Page 1114

[3. Persons to be contacted shortly after the arrival of the SAC include:

a. Federal judges
b. U. S. Attorneys
c. Only outstanding state judges
d. Governors
e. Leading state and county prosecutors
f. State attorneys general
g. Officers of the National Association of County and Prosecuting Attorneys
h. Executive secretary of state chamber of commerce
i. In the principal cities:
(1) Mayors
(2) Chiefs of police
(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
(4) Managers or owners of leading and most important radio and television stations
(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
(6) Executive secretary or director of chambers of commerce
(7) Heads of Federal intelligence agencies
(8) Outstanding leaders of Government and business
(9) Heads of larger universities
(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
(11) Top representatives of airlines
(12) Managers of leading airports
(13) Top representatives of railroads
(14) Managers of leading railroad stations
(15) Top representatives of telephone companies
(16) Top representatives of Western Union
(17) Managers of the most outstanding and important hotels
(18) Heads of better business bureaus
(19) Heads of leading banks
(20) Influential minority leaders

M. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 3i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

NW 88321 DocId:32989529 Page 1115

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

[All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

[The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

[FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

NW 88321 DocId:32989529 Page 1116

62-116395-583	10 Encl. 1	EWL:mjg 8/1/75

THE AG U. S. SENATE SELECT COMMITTEE ON INTELLIGENCE ACTIVITIES (SSC)

Ref made to 7/28/75, supersedng reqst for FBI matrls recvd on that date frm SSC. Enclsd is memo for forwardng to Committee whch respnds to reqsts in Categries I thru IV on which a dealin for compliane was set for 8/1/75. Also enclosd for ur records is copy of memo prepard for Committee.

S.F. Phillips

SECTION 107

NATIONAL SECURITY INFORMATION
Unauthorized Disclosure
Subject to Criminal Sanctions

SER. 583
PART 1

TABLE OF CONTENTS

[[PART I. INTERNAL SECURITY INFORMANTS AND CONFIDENTIAL SOURCES]

NW 88321 DocId:32989529 Page 1119

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1120

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1121

TABLE OF CONTENTS

"SECRET - NO FOREIGN DISSEMINATION"

[[PART II. FOREIGN COUNTERINTELLIGENCE (FCI) ASSETS

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1122

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1123

PART I

A. DEFINITIONS
1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
[3. [Deleted]
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS
Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:
1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES
When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:
1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1124

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Do not submit on UACB basis. Include physical description.
   [a. If the individual is a student, include separate paragraph clearly setting forth the number of racial and/or security informants, the number of potential racial and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.]
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
   e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1125

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. [Submit by secure teletype (usually Nitel). Be brief and concise.] Do not submit on UACB basis. Include physical description.
    a. If the individual is a student, include separate paragraph clearly setting forth the number of [extremist] and/or security informants, the number of potential [extremist] and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
    a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
    b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
    c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
    d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
    e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. [Limit credit check of individual to identifying information only (name, address, former address, employment, former employment.)] Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1127

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
[4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1128

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. [In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.]
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1129

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.
5. Review armed services record if applicable. [FD-356 must be used in any routine check pertaining to informants making sure all references, such as symbol number, which would tend to identify individual as an informant are deleted.]
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS
1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1130

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.
5. Review armed services record if applicable. FD-356 must be used in any routine check pertaining to informants making sure all references, such as symbol number, which would tend to identify individual as an informant are deleted.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
[8. [Deleted]

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS
1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1131

e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.

3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1132

e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.

3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1133

4. Except in espionage and foreign nationality matters, where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
   Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents
   Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
   No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
   All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
   During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
   Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1134

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY
1. Development of military personnel
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS
1. Caution against divulging relationship
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1135

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

[[5. All informants and sources are to be debriefed on at least a monthly
[basis regarding their knowledge of narcotics activities.]

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1136

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY
1. Development of military personnel
[Do not develop informants among [active duty] military personnel.
2. Contacts by designated Agents
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS
1. Caution against divulging relationship
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1137

4. Contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401)concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
   Do not develop informants among active duty military personnel.
2. Contacts by designated Agents
   Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
   No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
   All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
   During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
   Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1138

4. Contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401)concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
Do not develop informants among active duty military personnel.
2. Contacts by designated Agents
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.
[6. All pending informant files are to be reviewed personally by appropriate supervisory personnel on a regular periodic basis not to exceed 60 days. This review must include the informant's file and its subfiles.]

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1139

4. Contacts by Agents
   a. Informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1140

d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation

a. Close control must be exercised over activities of informants to obtain maximum results and prevent any possible embarrassment to Bureau.

b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant, advise Bureau of complete details. SAC and Agent handling informant should determine appropriate time in informant's operation when statement should be completed.

> I, ________, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) ________ ____________

Witnessed: ________________

8. Execution of party questionnaires

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeoparidze their position as informants. If necessary, each item in questionnaire should be discussed with informant.

9. Informant's activity in organizations

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

NW 88321 DocId:32989529 Page 1141

10. Transfer of informants to other areas
    a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
    b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
    a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
    b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
    c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
    a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
    b. Such requests should be reported immediately to contacting Agent and made matter of record.
    c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
    d. Promptly report any such incident to Bureau.
    e. [If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.]
13. Preparation for testifying
    Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
    a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
    b. Specific instructions must be given to informants concerning preparation of statements containing their information.
    c. They should be submitted as quickly as possible after meeting or activity.
    d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
    e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
    f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those por-

10. Transfer of informants to other areas
   a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
   b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
   a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
   b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
   c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
   a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
   b. Such requests should be reported immediately to contacting Agent and made matter of record.
   c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
   d. Promptly report any such incident to Bureau.
   e. If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.
13. Preparation for testifying
   Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
   a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
   b. Specific instructions must be given to informants concerning preparation of statements containing their information.
   c. They should be submitted as quickly as possible after meeting or activity.
   d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
   e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
   f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. [In those instances in which an informant reports that an individual attended a meeting but took no active part therein and/or

NW 88321 DocId:32989529 Page 1143

10. Transfer of informants to other areas
    a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
    b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
    a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
    b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
    c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
    a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
    b. Such requests should be reported immediately to contacting Agent and made matter of record.
    c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
    d. Promptly report any such incident to Bureau.
    e. If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.
13. Preparation for testifying
    Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
    a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
    b. Specific instructions must be given to informants concerning preparation of statements containing their information.
    c. They should be submitted as quickly as possible after meeting or activity.
    [d. Written statements should be submitted when possible.
    e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
    f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. In those instances in which an informant reports that an individual attended a meeting but took no active part therein and/or

NW 88321 DocId:32989529 Page 1144

tions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise.

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.

(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

(3) Prepare on paper devoid of any Bureau markings or identification.

(4) Date when informant prepares statement should be placed at top of statement.

(5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.

(6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.

(7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in body of statement by his true name and use third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.

(12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

(2) Prepare on paper devoid of Bureau markings or identification.

(3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

NW 88321 DocId:32989529 Page 1145

tions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise. [When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.]

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.

(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

(3) Prepare on paper devoid of any Bureau markings or identification.

(4) Date when informant prepares statement should be placed at top of statement.

(5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.

(6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.

(7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in body of statement by his true name and use third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.

(12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

NW 88321 DocId:32989529 Page 1146

[nothing transpired of potential prosecutive value with respect to the individual, FD-306 should list the substantive case file number or should list subject's name and it will not be necessary to staple a copy of the informant's statement to FD-306.] When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.

(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

(3) Prepare on paper devoid of any Bureau markings or identification.

(4) Date when informant prepares statement should be placed at top of statement.

(5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.

(6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.

(7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in body of statement by his true name and use third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.

(12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

nothing transpired of potential prosecutive value with respect to the individual, FD-306 should list the substantive case file number or should list subject's name and it will not be necessary to staple a copy of the informant's statement to FD-306. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.

(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

(3) Prepare on paper devoid of any Bureau markings or identification.

(4) Date when informant prepares statement should be placed at top of statement.

(5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.

(6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.

(7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in body of statement by his true name and use third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.

(12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

NW 88321 DocId:32989529 Page 1148

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

(2) Prepare on paper devoid of Bureau markings or identification.

(3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

NW 88321 DocId:32989529 Page 1149

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:

(a) Any reference concerning Director and Bureau
(b) References to other documents and statements submitted by informant
(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

(2) Prepare on paper devoid of Bureau markings or identification.
(3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

NW 88321 DocId:32989529 Page 1150

(4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.

(5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page.

(6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.

(7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.

c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.

d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.

e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

a. All lead information obtained from informant must be run out to logical conclusion.

b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.

b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.

d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

NW 88321 DocId:32989529 Page 1151

H. SYMBOLS

1. Assigning numbers
    a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
    b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
    c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
    d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
    e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters["CS"]for confidential source.
    f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY-000-S to NY-000-C or to NY-000-R).
2. Communications - use of symbols
    a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
    b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
    c. In communications between offices, follow same procedure.
    d. Informants and sources entering another division
        (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
        (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
        (3) If informant is transferred to another office and remains active, his identity must still be protected.
    e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
    f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
    a. Alphabetical name index
       In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

NW 88321 DocId:32989529 Page 1152

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-R).
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

NW 88321 DocId:32989529 Page 1153

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. [A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants.]
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to[extremist,]etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY[000-E).]
   [g. [An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.]
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial[secure teletype] to interested office by true name and symbol number if necessary for other division to know identity. [Such a teletype should not be routed to a Resident Agency.] Office receiving such [teletype]should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not[used,]name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. [Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., Security Matter - Students for a Democratic Society or SM - SDS, Security Matter - Young Socialist Alliance or SM - YSA, Security Matter - Communist or SM - C, etc.).] In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants. [Upon assigning a symbol number, Bureau should be immediately advised by secure teletype of the symbol number, informant's true name, available background information, and cover name, if assigned, for indexing purposes.]
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to extremist, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-E).
   g. An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial [one,] Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial secure teletype to interested office by true name and symbol number if necessary for other division to know identity. Such a teletype should not be routed to a Resident Agency. Office receiving such teletype should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not used, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., Security Matter - Students for a Democratic Society or SM - SDS, Security Matter - Young Socialist Alliance or SM - YSA, Security Matter - Communist or SM - C, etc.). In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential

NW 88321 DocId:32989529 Page 1155

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants. Upon assigning a symbol number, Bureau should be immediately advised by secure teletype of the symbol number, informant's true name, available background information, and cover name, if assigned, for indexing purposes.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to extremist, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-E).
   g. An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial one, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial secure teletype to interested office by true name and symbol number if necessary for other division to know identity. Such a teletype should not be routed to a Resident Agency. Office receiving such teletype should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be canceled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not used, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e.,[Subversive]Matter - Students for a Democratic Society or SM - SDS,[Subversive]Matter - Young Socialist Alliance or SM - YSA,[Subversive]Matter -[Communist Party, USA]or SM -[CPUSA,]etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

NW 88321 DocId:32989529 Page 1156

Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
   In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.
   b. Symbol number index
   This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
   c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
   d. Index cards
   Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol: (Informant, potential informant, or confidential source)	File No:
Name:	

   e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index maintained, separate index card is to be prepared on each informant and source included.
   c. Cards should contain brief background data and identity of Bureau communication showing background data.
   d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
   a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
   b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
   d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
   [e. [Deleted.]
   f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
   g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
   h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
   i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1157

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, security confidential sources,[informative assets, and operational assets.] This is to be known as alphabetical name index. File cards in alphabetical order.
   b. Symbol number index
      This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
   c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
   d. Index cards
      Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

      Symbol: (Informant, potential informant, confidential source,[informative asset, or operational asset)] — File No:

      Name:

   e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index maintained, separate index card is to be prepared on each informant and source included.
   c. Cards should contain brief background data and identity of Bureau communication showing background data.
   d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
   a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
   b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
   d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
   e. Deleted.
   f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
   g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
   h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
   i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1158

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
   c. Maintain individual files on all active informants as pending active files.

2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.

3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.

4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.

6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.

7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.

8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1159

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development.
   c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of informant, potential informant, panel source or confidential source on such cards.
4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.
7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1160

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.

10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.

11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS

1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
   [e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.]
3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group.
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1161

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.

10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.

11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS

1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
   e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.

3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group. [If position identifies informant, submit separately by secure teletype (nitel).]
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1162

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS
1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
   e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.
3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group. If position identifies informant, submit separately by secure teletype (nitel).
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1163

(4) Number of statements submitted
Combine total number of oral and written statements submitted and show only total number.

(5) Stability and reliability
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."

(6) Indoctrination against disclosure
If informant has been indoctrinated against disclosure, check positive box.

(7) Percentage of information verified
Show percentage of information furnished by informant which has been verified through other sources.

(8) All necessary action taken on information furnished
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."

(9) Summary of information furnished
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.

(10) Miscellaneous
[[Furnish any change in informant's residence and employment[by secure teletype (nitel),]steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.

c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.

d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.

e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.

f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.

g. Discontinuance of payments
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.

h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.

5. Receipts
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

NW 88321 DocId:32989529 Page 1164

(4) Number of statements submitted
Combine total number of oral and written statements submitted and show only total number.

(5) Stability and reliability
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."

(6) Indoctrination against disclosure
If informant has been indoctrinated against disclosure, check positive box.

(7) Percentage of information verified
Show percentage of information furnished by informant which has been verified through other sources.

(8) All necessary action taken on information furnished
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."

(9) Summary of information furnished
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.

(10) Miscellaneous
Furnish any change in informant's residence and employment by secure teletype (nitel), steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.

c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.

d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.

e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.

f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.

g. Discontinuance of payments
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.

h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB.

5. Receipts
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

NW 88321 DocId:32989529 Page 1165

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.

b. Receipts should clearly show:
   (1) Date on which payment was made
   (2) Period for which made when informant is paid on period basis
   (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
   (4) Name of Agent making payment
   (5) Signature of person receiving money

c. Receipts are not to be witnessed by another Agent.

d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.

e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.

6. Income tax returns

a. [Advise informants who receive compensation for their services to the Bureau that such compensation must be reported as income when filing a Federal income tax form, and, where appropriate, state and local tax forms. Informants must be periodically advised of the above and complete details of any reported problem an informant has encountered with the taxing authorities are to be expeditiously furnished the Bureau.]

b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.

d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.

e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

NW 88321 DocId:32989529 Page 1166

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.

b. Receipts should clearly show:

(1) Date on which payment was made
(2) Period for which made when informant is paid on period basis
(3) Total amount paid broken down into separate amounts for services or expenses where pertinent
(4) Name of Agent making payment
(5) Signature of person receiving money

c. Receipts are not to be witnessed by another Agent.

d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.

e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.

6. Income tax returns

a. Advise informants who receive compensation for their services to the Bureau that such compensation must be reported as income when filing a Federal income tax form, and, where appropriate, state and local tax forms. Informants must be periodically advised of the above and complete details of any reported problem an informant has encountered with the taxing authorities are to be expeditiously furnished the Bureau.

b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.

d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.

e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must
[furnish Department set of [reproduced copies] of original receipts signed by prospective witnesses. Original receipts and set of
[[reproduced copies] will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

NW 88321 DocId:32989529 Page 1167

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

[M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.

b. Number of Agents assigned exclusively to informant and source development.

c. Money paid for services and expenses under SAC authority.

d. Statistical accomplishments.

e. Security informant accomplishments.

NW 88321 DocId:32989529 Page 1168

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of [Voucher-Statistical Section, Computer Systems Division.] Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.

b. Number of Agents assigned exclusively to informant and source development.

c. Money paid for services and expenses under SAC authority.

d. Statistical accomplishments.

e. Security informant accomplishments.

NW 88321 DocId:32989529 Page 1169

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of [Data Processing] Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.
b. Number of Agents assigned exclusively to informant and source development.
c. Money paid for services and expenses under SAC authority.
d. Statistical accomplishments.
e. Security informant accomplishments.

NW 88321 DocId:32989529 Page 1170

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Data Processing Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, panel sources, [informative assets, and operational assets] at the beginning and end of each month also showing the number added and deleted during the month
b. Number of Agents assigned exclusively to informant and source development
c. Money paid for services and expenses under SAC authority
d. Statistical accomplishments
e. Security informant accomplishments

NW 88321 DocId:32989529 Page 1171

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Data Processing Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

[1. Submit monthly letter (FD-451,451a) to Bureau. Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, panel sources, informative assets, and operational assets at the beginning and end of each month also showing the number added and deleted during the month
b. Number of Agents assigned exclusively to informant and source development
c. Money paid for services and expenses under SAC authority
d. Statistical accomplishments
e. Security informant accomplishments

NW 88321 DocId:32989529 Page 1172

[2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.]

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1173

2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1174

[2. Submit quarterly letter (FD-451b) to Bureau. Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1175

O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. [Remove flash notice [per item F, 6, e of this section.]
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

NW 88321 DocId:32989529 Page 1176

O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "canceled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice per item F, 6, e of this section.
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

NW 88321 DocId:32989529 Page 1177

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
   a. He will no longer be operated by Bureau
   b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
   c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
   d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

   Advise Bureau results of such interview and comment on its possible effectiveness.

   Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)
   1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
   2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
   3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
   4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
   5. Before any informant is turned over to INS, obtain his permission.

NW 88321 DocId:32989529 Page 1178

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. [A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.]
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, [extremist,]and criminal informants.

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1180

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   [b. Advise Bureau by [secure teletype (Nitel)] giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1181

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by secure teletype (Nitel) giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS."
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1182

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, racial informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

NW 88321 DocId:32989529 Page 1183

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, [extremist]informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must[certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

NW 88321 DocId:32989529 Page 1184

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must[certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records. [Limit credit check of individual to identifying information only (name, address, former address, employment, former employment).]

NW 88321 DocId:32989529 Page 1185

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant,[extremist]informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must[certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records. Limit credit check of individual to identifying information only (name, address, former address, employment, former employment).

NW 88321 DocId:32989529 Page 1186

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
   1. Definition
      See page 3 of this section.
   2. Background investigation and approval
      a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

NW 88321 DocId:32989529 Page 1187

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   [b. Contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

NW 88321 DocId:32989529 Page 1188

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
   (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
   (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
   (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
   (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling
   a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
   b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
   c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
   d. Only Agents designated in particular case should contact panelists.
   e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
   f. [A symbol number should be assigned from the time any step is taken to develop an individual as a panel source.] Use abbreviation "PS" before symbol number, e.g., PS NY-000-S.
   g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
   h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information
   a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
   b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
   c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
2. Locating information to pass
   Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
3. Obtaining Bureau authority
   Bureau authority must be obtained to pass any information in double agent operation except:
   a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1189

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
   (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
   (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
   (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
   (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling
   a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
   b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
   c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
   d. Only Agents designated in particular case should contact panelists.
   e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
   f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
   g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
   h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information
   a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
   b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
   c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
2. Locating information to pass
   Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
3. Obtaining Bureau authority
   Bureau authority must be obtained to pass any information in double agent operation except:
   a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1190

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

[c. Submit[secure teletype (Nitel)]to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1191

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit secure teletype (Nitel) to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

[T. [DELETED]

NW 88321 DocId:32989529 Page 1192

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   [a. Students under age of [18] years are not to be developed as security
   [informants, [potential security informants,] or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
2. Quarterly letters
   a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters on all racial and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
      (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources

NW 88321 DocId:32989529 Page 1193

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.

5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

2. Quarterly letters
   a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact

[b. Quarterly letters on all[extremist]and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
      (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources

NW 88321 DocId:32989529 Page 1194

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING
1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

[2. [Deleted]

NW 88321 DocId:32989529 Page 1195

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
2. Deleted
3. Responsibility for well-planned coverage
   Each office must have continuous and well-planned program to obtain necessary coverage at institutions of learning so that Bureau can fulfill its obligations. Care with which this must be done in no way lessens responsibility of each field office to have proper coverage.

V. CLASSIFICATION - 134

PART II

"SECRET - NO FOREIGN DISSEMINATION"

[W. FOREIGN COUNTERINTELLIGENCE (FCI) ASSETS

This subsection deals with the development and operation of human assets, a field referred to as Human Intelligence or HUMINT. FCI assets are to be handled exclusively under this subsection, except for the administrative instructions pertaining to informant indices, and monthly statistical letters, set out in Part I; such exceptions are noted herein.

1. Definitions

FCI assets fall into two categories: informative assets and operational assets.

a. Informative assets (IA)

Individuals in position to furnish continuing information relative to the location, overt activities, and personalities of the targets of FBI investigations, e.g., doorman, garage attendant, neighbor, tradesman, rental agent, building superintendent, fellow employee, social contact, business contact, banker, ethnic community source, etc.; or individuals who have left or openly defected from a foreign country and can furnish information of intelligence value. An IA is not actively involved in an intelligence operation as such; should he become so involved he then could become an OA.

b. Operational assets (OA)

Individual actively involved in intelligence operations.

This category includes but is not limited to the following individuals:

Defector-in-place: A foreign official who overtly continues to work for his government and covertly provides information to us of intelligence value. A defector-in-place will in most instances be connected with a foreign government's intelligence service;

Double agent: An OA who is cooperating with a foreign intelligence service on our behalf and under our control;

Asset under development: Individuals selected for their apparent attractiveness to foreign intelligence services whom we attempt to put in contact with such services for operational exploitation, sometimes known as a "dangle operation"; or individuals already in contact with a foreign intelligence service who have an immediate potential for development into double agents.

Adoption of the generic term OA does not preclude use of the specific terms, e.g., double agent, where applicable, in official communications.

2. Objectives of OA

a. Penetration

Penetration of legal and illegal networks, identification of intelligence personnel and targets; collection of information regarding methods of operations; collection of positive intelligence.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1197

"SECRET - NO FOREIGN DISSEMINATION"

b. Control
   -of information foreign intelligence services obtain;
   -of recruitment, by creating Bureau-controlled OAs;
   -of foreign operations, by keeping foreign intelligence services occupied handling our OAs.
c. Collection of evidence for prosecution
d. Deception (Disinformation)
   Passing inaccurate or accurate information designed to cause foreign intelligence services to draw conclusions or initiate action to their disadvantage and/or to U. S. advantage.
e. Neutralization: to provide basis for persona non grata (PNG) action, exclusion, arrest or other disruptive action.
f. Collection by OA of personality characteristics data on foreign officials for purpose of defection analysis.

3. Individuals to be considered as OAs
   a. Foreign officials in a position to furnish information of intelligence value. An intelligence officer (IO) is, of course, the most valuable OA. An official who is not an IO, while of lesser value, is still a highly desirable OA because of the positive intelligence and information on the personalities and activities of other officials that he can provide.
   b. Agents of foreign intelligence services. When these individuals are identified, and the prospect and value of recruiting them outweighs any prosecutive potential, they should be seriously considered for development as OAs.
   c. Contacts of foreign officials. When contacts of foreign officials are identified as being of interest to a foreign intelligence service, we should attempt to enlist their cooperation and direct them against that intelligence service.
   d. Individuals who are particularly attractive to a foreign intelligence service. Our objective is to determine the specific interests of foreign intelligence services or individual IOs, and to then recruit asset(s) who would appear to that service or IO to satisfy their needs. Such assets must have potential for operation within a reasonably expected period of time.
   e. Former assets who currently offer potential for exploitation.

4. Restrictions
   FBIHQ authority is required prior to conducting detailed background investigation of any of the following individuals as an FCI asset, whether IA or OA. Of course, some investigation must initially be conducted, without disclosing our interest, to sufficiently identify the individual and generally assess his potential, so that FBIHQ can conduct a meaningful indices search and make an intelligent evaluation of the risks versus value involved.
   a. Individual under 21 years of age
   b. Official or employee of the United Nations or other public international organizations of a governmental or quasi-governmental nature
   c. Official or employee of foreign diplomatic establishment or government

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1198

"SECRET - NO FOREIGN DISSEMINATION"

d. Faculty member of an institution of learning
e. Labor leader
f. Federal, state, or local government official
g. News media employee
h. Prominent entertainment figure
i. Prominent religious figure
j. Member of the U. S. Military
k. U. S. Government employee

After FBIHQ authority to conduct detailed background investigation has been received, and investigation completed, FBIHQ authority is also required to conduct initial interview of the above individuals, whether IA or OA.

5. Development of U. S. Military or other U. S. Government Personnel
Whenever it becomes desirable to develop a member of the U. S. Military or an employee of another Government agency as an FCI asset, FBIHQ notifies the respective military service or agency of our interest. To facilitate this notification the office desiring to develop such an individual should submit to FBIHQ 5 copies of an LHM setting out:
a. Proposed asset's name, rank or position, and current place of assignment.
b. Area of FBI interest in the asset, in general, and the foreign intelligence service, and official, if known, against which it is anticipated asset will be directed.
c. Extent of anticipated coverage to be provided by the asset, i.e., describe the services he will provide.
d. The last paragraph of this LHM should read:
"It is requested that no further dissemination of the foregoing be made without prior reference to FBI Headquarters. If you agree with our contemplated use of the above individual, please return a copy of this memorandum with your acknowledgement."
e. Members of the military: estimated time period within which you wish to utilize the asset; desirability that the asset remain in his current area of assignment for a specified period of time. Upon receipt of clearance from the military, FBIHQ will select code name for future use in identifying the asset. This code name will be furnished to military intelligence component at headquarters level and to FBI field divisions. Every 6 months thereafter, as long as the FBI has continuing operational interest in the asset, an LHM captioned with code name should be transmitted to FBIHQ, by routing slip captioned with informant's symbol number. The LHM is to contain a statement that the asset continues to be of operational use to the FBI, and a statement detailing any difficulties encountered in control or direction of the asset or a statement that no such difficulties exist.

NOTE: Generally, the U. S. Armed Forces may not be utilized to enforce the civilian criminal law; however, they may be utilized for foreign counterintelligence purposes. In foreign counterintelligence investigations in which there is a possibility of criminal prosecution, use of military personnel as assets might jeopardize successful prosecution, and all such cases must be discussed in detail with FBIHQ prior to utilization of such military assets.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1199

"SECRET - NO FOREIGN DISSEMINATION"

6. Development of personnel of foreign diplomatic establishment or international organization
Whenever it becomes desirable to develop an official or employee of a foreign diplomatic establishment or government, or of a public international organization of a governmental or quasi-governmental nature, who is not a national of a hostile country, e.g., Canadian, Argentinian, or U. S. United Nations Secretariat (UNSEC) employee to target against Soviet-bloc UNSEC employee, FBIHQ asks for authorization from State Department to conduct background investigation. FBIHQ must inform State Department of the proposed asset's name, rank or position, nationality, current place of assignment, and, generally, the type of use we intend to make of the asset. After authorization has been received and background investigation completed, if individual offers asset potential, submit results of background investigation in LHM and in cover communication request authority to interview. FBIHQ will then request authorization from State Department to interview.

7. Development
The development of assets depends on the individual circumstances of each situation. No rigid procedural steps or contact schedules can be imposed which will uniformly apply to all cases; however, the development should proceed with the objective of obtaining valuable results as quickly as feasible, consistent with maintaining the asset's security, credibility, and confidence, and with developing the asset's potential to its fullest.

8. Opening of asset files
Open a 134 file for all individuals at the time they are first considered for development as assets. This file should consist of two parts: a main file which will contain all identifying data, results of background investigation, personal status data, and administrative data; and a subfile which will contain at least one copy of all information provided by asset. The asset is not to be identified, beyond his symbol number, in subfile.

Maintain files of all active assets as pending. Utilize FD-238 as unserialized top document in main file.

Assignment and tickler cards must not reflect name of asset; use symbol and/or file number.

9. Maintenance of FCI asset files and indices
Maintain all FCI asset files, pending and closed, under lock and key under personal supervision of SAC, ASAC, or employee designated by SAC.

Files of FCI assets will be included in calculation of delinquencies in monthly administrative report.

FCI asset indices will be maintained according to the administrative instructions set out under section 107 J, part I, of this manual.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1200

"SECRET - NO FOREIGN DISSEMINATION"

10. Symbol numbers
Assign a symbol number to all individuals when first considered for development as asset. The symbol number is to consist of two-letter prefix identifying the office, a numerical sequence number (which will never be reassigned to another asset or informant), and suffix which describes the type of asset, e.g., NY 1001-OA (or IA). The numerical sequence is to be the same as that used for all other informants, e.g., potential security informant, security informant, criminal informant, etc. The suffix may change if the nature of the information provided changes, e.g., from IA to OA. Submit identity of asset and symbol number assigned to FBIHQ via coded "Nitel"; this is the only communication ever in which both asset's true name and symbol number are to appear together. Assets must not be informed of their symbol numbers.

11. Captions
In administrative communications dealing solely with asset, indicate in caption the character and the country concerning which the asset is reporting, e.g., NY 1001-OA, IS-R (Russia).

12. Background inquiries and interviews

a. Informative asset
Based on the type of information the IA can provide, the nature and extent of contact with him, and the IA's relationship with the target:

(1) Conduct sufficient background investigation to satisfy the SAC as to the IA's stability, suitability, reliability, and potential. For example, a more detailed background investigation is required for a social or business contact than for a doorman or building superintendent. A minimal background investigation should include appropriate police and field offices' indices checks.
(2) Request search of FBIHQ indices.
(3) Check NCIC.
(4) Submit FD-165 for search of FBIHQ identification records; make no reference to individual as IA on FD-165. Also utilize FD-165 to place stop.
(5) Outside of the restrictions set out in 4. above, interview IA prospect on SAC authority.

b. Operational asset
When an individual appears to have OA potential conduct the following background investigation commensurate with OA's security:

(1) Obtain pertinent data on OA's personal history (date and place of birth, nationality and citizenship, social security number or other identifying numbers, family status, names of immediate family, past and present residences, employments, etc.), and other data such as physical description, patriotism, health, reliability, stability, integrity, reputation, and business connections.
(2) Check appropriate police and field offices' indices.
(3) Request search of FBIHQ indices.
(4) Check NCIC.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1201

(5) Submit FD-165 for search of FBIHQ identification records; make no reference to individual as OA on FD-165; and also utilize FD-165 to place stop.

(6) If applicable, check armed services records, both at Military Personnel Records Center, St. Louis, Missouri, and at Defense Central Index of Investigations, Ft. Holabird, Maryland.

(7) Canvass logical sources, commensurate with OA's security.

(8) Upon completion of above investigation submit results to FBIHQ via coded teletype, preferably "Nitel," and interview UACB.

c. All leads to auxiliary offices must be sent and replied to, via coded teletype, preferably "Nitel," under caption utilizing asset's true name, followed by "IS-(country)." Do not set out asset's symbol number. Do not send copies of such leads of IAs to FBIHQ. Leads must be covered within 45 days; office of origin notify auxiliary offices of this time limit when setting out leads.

13. Authority to operate assets

IAs are approved and operated on SAC authority. Inform FBIHQ via coded "Nitel" when SAC approval given, and type of information IA can provide. OAs are approved and operated on FBIHQ authority. After interview of OA submit results of interview via coded "Nitel" requesting FBIHQ approval to operate. Detail OA's potential and your contemplated use of OA.

In exceptional cases, when the results of the interview and details of the OA's potential and contemplated use are voluminous, the practicality of "Nitel" and the relative security of the mails should be balanced against the sensitivity of the information and the security of the asset. Where the former factors prevail, submit summary by "Nitel" and full results and details by letter or airtel.

14. Contact with assets

Contact should be maintained commensurate with maximum productivity, security, and development of asset's further potential. If an asset has not been contacted for a period of 45 days, a memorandum to the SAC must be directed to the asset's main file stating the reason(s) why no contact was made.

Do not disclose to asset any information not essential to his operation.

15. Confidentiality of relationship

Emphasize to all assets that the effectiveness of the FBI's investigation, and in some instances his own personal security, depend on both sides maintaining the confidentiality of the relationship. If the asset feels he must disclose this relationship to another, e.g., wife, parent, employer, etc., or circumstances develop in which asset requests FBI to disclose the relationship to another, e.g., to an employer threatening dismissal of asset because of his affiliation with certain individuals or groups, notify FBIHQ with recommendation to disclose relationship and continue under these conditions or to terminate relationship with or without disclosing relationship, and reasons for recommendation.

NW 88321 DocId:32989529 Page 1202

"SECRET - NO FOREIGN DISSEMINATION"

16. Reliability of assets
Reliability of all assets must be constantly checked. If any doubt exists concerning asset, give consideration to use of various investigative techniques to insure asset is completely reliable and is furnishing accurate information.

17. Assignment of pseudonyms
In sensitive cases, where necessary; if asset will sign reports or receipts; or if asset is an OA receiving operational funds from a foreign intelligence service or payment from the U. S. which requires bookkeeping records, assign pseudonym for these purposes.

18. Recording of information received from asset
When recording information from any asset in a communication prepared for dissemination, characterize the asset either as one "with whom contact has been insufficient to determine reliability," or as one "who has furnished reliable information in the past."

a. Oral information
   (1) Information pertaining to asset's personal status is recorded in 134 main file, e.g., marital difficulties, change of employment, change of residence.
   (2) Information pertaining to operational administrative matters is recorded in asset's 134 subfile. When this data, e.g., location of meet sites, times of meets, any data which tends to identify asset, is furnished to FBIHQ, it should not be included in communications prepared for dissemination, but in cover pages. When the asset is a member of the military, submit, in addition to the communication for dissemination described immediately above, a communication for dissemination containing all operational administrative details for the information of the asset's service.
   (3) Information of intelligence value should be submitted to FBIHQ via appropriate communication, and, if of interest to other U. S. agencies or friendly foreign services, should be submitted to FBIHQ in form suitable for dissemination.
   (4) Execute and maintain form FD-209 in asset's main file concerning contacts with asset. If contacts produced information of intelligence value, record only date of contacts; if negative, record as such.

b. Written information
   (1) Written information prepared by asset, or by FBI SA for signature of asset, pertaining to operational activities (not a written report passed by asset to his principal) must be dated at the top of page one and signed at the bottom of each numbered page by the asset using his pseudonym. This material may be maintained as an attachment to a serialized memorandum in the asset's subfile (punched holes are allowed), or in a 1a section of the asset's 134 subfile.
   (2) Information received in this manner should be devoid of FBI identification, block or time stamps, serialization number or other administrative markings.
   (3) Only the original need be maintained; asset must not keep a copy.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1203

"SECRET - NO FOREIGN DISSEMINATION"

(4) Any corrections, changes, erasures, additions, or deletions on original must be identified by asset using his pseudonym initials beside it.
(5) Handling FBI SA must not make any changes on the original or permit his name to be recorded therein.
(6) Written information pertaining to operational activities should not include administrative matters pertaining to asset's personal status.
(7) Handle recording of written information and contact with asset in same manner as detailed under recording of oral information.

19. Channelization of information of intelligence value received from the asset
Important factor in channelizing information of intelligence value received from the asset to substantive case files is the security of the asset.

Limit information in communication sent to substantive file to only that necessary for that case; i.e., do not send one comprehensive communication to several substantive files if to do so might compromise source or other individual. (Be aware that some of our documents are being made available in response to subpoenas, and the court is sometimes not allowing excision of material not pertinent to case in question. Consequently, other individuals or operations can be "blown" by revealing one such comprehensive memo.)

a. Extract information of value received from asset and channelize to substantive case files either inter- or intra-office by separate communications under substantive case captions.
b. A copy of all channelizing communications must be maintained in an asset's subfile.

20. Passage of documents, written report or oral information, to hostile foreign intelligence
Type of information to be passed depends on circumstances of particular operation, interests of involved foreign intelligence service, the credible access of the OA and the time element involved.

Great care should be given to the selection of information to be passed to insure the operation accrues to the overall benefit of the U. S.

a. Authority for passage
FBIHQ authority required for passage of all classified information and unclassified information prepared for limited use by concerned Federal and local governments, not intended for public consumption.

Above FBIHQ authority applies to passage of documents, written reports, and oral information.

SAC authority required for passage of material prepared by commercial concerns, Federal, and local governments for public distribution. Examples are: newspaper and magazine articles, pamphlets and brochures, photographs, background information on companies and organizations. If there is any doubt that material selected to be passed is not in the best interest of the U. S., submit material to FBIHQ for clearance; e.g., see Example (1) following.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1204

"SECRET - NO FOREIGN DISSEMINATION"

b. Clearance requirements for information to be passed under FBIHQ authority
Submit original and 9 copies of LHM to FBIHQ bearing appropriate classification via cover communication with appropriate caption. Leave LHM uncaptioned; FBIHQ will insert code name caption.

The first paragraph of the LHM should read: "It is requested that clearance be granted for passage in this operation of the following items to a representative of (name of foreign intelligence service)."

If the information to be passed is a document, set forth an adequate description of it in the LHM.

Examples:
(1) Article entitled "Moon Rockets," prepared by physicist John Doe, January, 1972, issue of "_________," publication of American Rocket Society.
(2) Air Force Training Manual captioned "_________," dated July, 1972, classified "Secret."

In addition, also submit to FBIHQ, if possible, a true copy of document for review which will be returned after clearance by FBIHQ is obtained.

If the information to be passed is a written report prepared by OA, set forth report verbatim in the LHM.

If the information to be passed is oral, set forth oral information verbatim in the LHM.

If more than one item of information in any form is to be passed, number each item in the LHM.

The last paragraph of the LHM should contain the sentence: "The above data should not be further disseminated."

Upon receipt of LHM, FBIHQ will submit to appropriate authorities and request clearance. Reply will be promptly furnished to field.

c. Notification to FBIHQ of passage of document, written report, or oral information which required clearance
After passage, submit original and 9 copies of uncaptioned LHM bearing appropriate classification via cover communication with appropriate caption. FBIHQ will insert code name caption. In LHM refer to LHM which requested clearance. LHM should merely state, "On (date) our source transmitted the information detailed in referenced memorandum to (name of foreign intelligence service)."

If referenced memorandum detailed more than one item, do not list the items unless one or more was <u>not</u> passed. In such an instance list only those items that were passed.

The last paragraph of the LHM should contain the following sentence, "The above data should not be further disseminated."

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1205

"SECRET - NO FOREIGN DISSEMINATION"

d. Administrative handling of documents, written reports, and oral information selected for passage

(1) Documents and written reports

Field offices should retain a copy of document or written report passed which would be identified by OA as a true copy of item passed by him. No other marks, identifying data, staple or punch holes should be placed on field office copy.

When submitting document or written report to FBIHQ, identify it, in cover communication, as the actual item which will be passed or a copy.

To insure that the actual document to be passed is not contaminated by fingerprints of FBI personnel, maintain in plastic envelope when being handled in field office or when submitted to FBIHQ.

Documents obtained by FBIHQ or other field offices from commercial concerns or other government agencies which will be passed will be handled in similar fashion.

If copy of document is maintained on permanent basis by preparing concern or agency and available at a later date, no need exists to submit copy to FBIHQ or to maintain in field office file. If copy not maintained on permanent basis, a copy should be retained in field office file.

(2) Oral information

Oral information passed must be recorded in a signed statement or FD-302.

Purpose for preserving documents and written reports is for evidence in event of prosecution, persona non grata action, expulsion, etc.

21. Oral information received from debriefing asset

Oral information received upon debriefing an asset (i.e., not necessarily pertaining to information passed) must be recorded in a signed statement or FD-302.

22. Coverage of OA meets with foreign intelligence officer, co-opted worker, or agent.

Coverage of these meets is required except when prohibited by security or other overriding factors.

a. To cross-check the OA. We must be as certain as possible that the OA is reporting details of his meets accurately.
b. To verify identification of principal or agent and to gather information about modus operandi.
c. Consider use of photography and other technological surveillance techniques to provide data for improving future CI operations or improving chances for success of official actions, e.g., prosecution, persona non grata action.

Be aware that these meets are often covered by the principal's intelligence service using photography, radio intercepts, and possible electronic surveillance.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1206

"SECRET - NO FOREIGN DISSEMINATION"

23. Disinformation
The passage of deceptive information by an OA is a complex operation which requires detailed planning and coordination between field office and FBIHQ. This technique should be employed only in OA operations in which the foreign intelligence service has apparently accepted the bona fides of the OA, when the benefit will clearly outweigh the risk to the overall OA operation.

24. OA cover story
Be aware that a foreign intelligence principal may interrogate an OA in great detail as to how he secured his information, his family situation, his modus operandi, motivation, etc. Handling FBI SA must adequately prepare an OA for this probability. The most credible cover story is the one which involves the least fabrication.

Unless security or other considerations dictate otherwise, the OA should personally obtain the information he passes.

25. Receipt of money or property by OA
Impress upon each OA that money or property received from a foreign intelligence principal or agent must be turned over to the FBI since retention of this money would put the OA in technical violation of Federal statutes, and this money may be used as evidence or exhibit. Compensation to the OA from the FBI for his cooperation is to be handled separately. Nominal or personal gifts, necessary for the OA's security and to maintain his relationship with the principal, may be given back to the OA by his handling FBI SA, following FBIHQ approval. Consider the desirability and feasibility of obtaining a signed statement from each OA reflecting his understanding of this requirement. The obtaining of such a statement is not mandatory, but desirable.

Department attorneys have advised that, while it is not necessary to preserve that actual currency received by an OA, it is highly desirable to do so in cases in which prosecution could ensue. Whether or not the actual currency is retained, obtain a written statement from the OA describing the currency received by [type of note and issuing Federal Reserve Bank,] denomination, series number, and serial number; and also make an independent record of such currency.

The above instructions are not to be interpreted to require the impounding of funds paid to an OA by a foreign government or foreign intelligence service for goods or services rendered by the OA in legitimate, business transactions.

26. Payments to FCI assets - either OA or IA
   a. When deemed necessary and expedient, each SAC is authorized to expend up to $400 to develop FCI assets. This money may be used to pay for services and/or expenses. This authority is renewable by FBIHQ if the initial $400 has been expended. Blue slip reclaiming payments from FBIHQ need not summarize information obtained since proliferation of this information could possibly jeopardize asset's security.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1207

"SECRET - NO FOREIGN DISSEMINATION"

23. Disinformation
The passage of deceptive information by an OA is a complex operation which requires detailed planning and coordination between field office and FBIHQ. This technique should be employed only in OA operations in which the foreign intelligence service has apparently accepted the bona fides of the OA, when the benefit will clearly outweigh the risk to the overall OA operation.

24. OA cover story
Be aware that a foreign intelligence principal may interrogate an OA in great detail as to how he secured his information, his family situation, his modus operandi, motivation, etc. Handling FBI SA must adequately prepare an OA for this probability. The most credible cover story is the one which involves the least fabrication.

Unless security or other considerations dictate otherwise, the OA should personally obtain the information he passes.

25. Receipt of money or property by OA
Impress upon each OA that money or property received from a foreign intelligence principal or agent must be turned over to the FBI since retention of this money would put the OA in technical violation of Federal statutes, and this money may be used as evidence or exhibit. Compensation to the OA from the FBI for his cooperation is to be handled separately. Nominal or personal gifts, necessary for the OA's security and to maintain his relationship with the principal, may be given back to the OA by his handling FBI SA, following FBIHQ approval. Consider the desirability and feasibility of obtaining a signed statement from each OA reflecting his understanding of this requirement. The obtaining of such a statement is not mandatory, but desirable.

Department attorneys have advised that, while it is not necessary to preserve that actual currency received by an OA, it is highly desirable to do so in cases in which prosecution could ensue. Whether or not the actual currency is retained, obtain a written statement from the OA describing the currency received by denomination, series number, and serial number; and also make an independent record of such currency.

The above instructions are not to be interpreted to require the impounding of funds paid to an OA by a foreign government or foreign intelligence service for goods or services rendered by the OA in legitimate, business transactions.

26. Payments to FCI assets - either OA or IA
   a. When deemed necessary and expedient, each SAC is authorized to expend up to $400 to develop FCI assets. This money may be used to pay for services and/or expenses. This authority is renewable by FBIHQ if the initial $400 has been expended. Blue slip reclaiming payments from FBIHQ need not summarize information obtained since proliferation of this information could possibly jeopardize asset's security.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1208

b. FBIHQ authority
   (1) If FCI asset is of such continuing value to justify regular payments, such payments must be approved by FBIHQ.
   (2) When initially requesting regular payment, submit evaluation via coded "Nitel" in the following order:
      (a) Amount paid to date, broken down into expenses and services
      (b) Number of contacts with handling FBI SA since last evaluation
      (c) Evaluation of stability and reliability
      (d) Concise summary of most valuable information furnished since last evaluation
      (e) Miscellaneous - changes in personal status, residence, employment, personal problems, etc., since last evaluation
      (f) SAC recommendations for authority to pay asset for next six-month period; specify amount to be authorized for services and amount for expenses
   (3) Continuation request should be made two weeks in advance of expiration of authority.
   (4) Submit an interim request for increase in regular payments authorized via coded "Nitel," with full justification.

c. Receipts
When payments are made either on SAC authority or FBIHQ authority, obtain receipts whenever possible. If receipt cannot be obtained, set forth circumstances on blue slip at time reimbursement is claimed.
   (1) Receipts should be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
   (2) Receipts should show:
      (a) Date when payment was made
      (b) Period for which made when asset is paid on period basis
      (c) Total amount paid broken down into separate amounts for services and expenses
      (d) Name of FBI SA making payment
      (e) Signature of asset receiving money using pseudonym assigned
   (3) Receipts are not to be witnessed.
   (4) If necessary to make corrections on receipts, they must be initialed by asset and not by FBI SA.
   (5) When transmitting receipts and itemized statements of expenses to FBIHQ, staple them directly to blue slip so that all information on receipt can be read without detaching it from blue slip.

27. Evaluation of FCI assets

a. OA
Whether OA is paid (under either FBIHQ or SAC authority) or unpaid, submit coded "Nitel" every six months evaluating OA according to the format of 26. b. (2). If the OA has been paid during the preceding six-month period, merely set out the amount paid during that period (under 26. b. (2) (a)).

NW 88321 DocId:32989529 Page 1209

"SECRET - NO FOREIGN DISSEMINATION"

b. FBIHQ authority
   (1) If FCI asset is of such continuing value to justify regular payments, such payments must be approved by FBIHQ.
   (2) When initially requesting regular payment, submit evaluation via coded "Nitel" in the following order:
      (a) Amount paid to date, broken down into expenses and services
      (b) Number of contacts with handling FBI SA since last evaluation
      (c) Evaluation of stability and reliability
      (d) Concise summary of most valuable information furnished since last evaluation
      (e) Miscellaneous - changes in personal status, residence, employment, personal problems, etc., since last evaluation
      (f) SAC recommendations for authority to pay asset for next six-month period; specify amount to be authorized for services and amount for expenses
   (3) Continuation request should be made two weeks in advance of expiration of authority.
   (4) Submit an interim request for increase in regular payments authorized via coded "Nitel," with full justification.

c. Receipts
   When payments are made either on SAC authority or FBIHQ authority, obtain receipts whenever possible. If receipt cannot be obtained, set forth circumstances on blue slip at time reimbursement is claimed.
   (1) Receipts should be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
   (2) Receipts should show:
      (a) Date when payment was made
      (b) Period for which made when asset is paid on period basis
      (c) Total amount paid broken down into separate amounts for services and expenses
      (d) Name of FBI SA making payment
      (e) Signature of asset receiving money using pseudonym assigned
   (3) Receipts are not to be witnessed.
   (4) If necessary to make corrections on receipts, they must be initialed by asset and not by FBI SA.
   (5) When transmitting receipts and itemized statements of expenses to FBIHQ, staple them directly to blue slip so that all information on receipt can be read without detaching it from blue slip.

27. Evaluation of FCI assets
   a. OA
   Whether OA is paid (under either FBIHQ or SAC authority) or unpaid, submit coded "Nitel" every six months evaluating OA according to the format of 26. b. (2). [If the OA is unpaid, submit six-month evaluation and request for continued utilization, if appropriate, on UACB basis.] If the OA has been paid during the preceding six-month period, merely set out the amount paid during that period (under 26. b. (2) (a)).

"SECRET - NO FOREIGN DISSEMINATION"

b. IA
   (1) Paid on FBIHQ authority
       Submit evaluation as instructed for OA above
   (2) Paid on SAC authority or unpaid
       Every six months submit memorandum to SAC evaluating IA according to the format of 26. b. (2).

c. Assets who are members of the military, whether IA or OA
   See 5. e.

28. Income tax returns

a. Inform assets who receive compensation for their services to FBI that such compensation must be reported as income when filing an income tax return.

b. FBI income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to asset's position and station in life.

c. If asset is self-employed and files Schedule C as self-employed individual, it may be possible to include his FBI income with his self-employed income from other sources without revealing connection with FBI.

d. If asset cannot report payments received from FBI for services without jeopardizing his security, such payments will be subject to 20 percent withholding tax. There are three categories in which taxes will not be withheld from payments to FCI assets:
   (1) For reimbursement of expenses
   (2) Under SAC authority
   (3) To assets who have been able to report FBI income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.

e. When asset or former asset is considered as potential witness in FBI case, determine whether he paid Federal and state taxes on income he received from FBI for his services. If such taxes have not been paid, obtain all pertinent details and submit recommendations to FBIHQ for handling situation.

29. Receipt of unemployment compensation
State law may require all applicants for unemployment compensation to list all sources of income. Payment of out-of-pocket expenses need not be listed as income when applying for unemployment compensation; however, payment for services must be listed. FBIHQ should be consulted in each case where this situation arises.

30. Monthly and quarterly letters
For these administrative details, see section 107, part I, M, of this manual.

NW 88321 DocId:32989529 Page 1211

"SECRET - NO FOREIGN DISSEMINATION"

31. Corrective action on false information

a. When it is determined that current asset or former asset has furnished false information, promptly inform FBIHQ of complete facts.

b. Set forth your suggestion relative to wording to be used in describing asset in future, such as "source of known unreliability" or "source who has furnished both reliable and unreliable information in the past."

c. FBIHQ will advise which designation to use; the field office will then proceed with review of all data furnished by asset and label information from him accordingly.

d. All communications containing information from asset which have been sent to FBIHQ, FBI field offices, and to outside agencies must be corrected. Corrective action should be taken by letter. Identify cases individually by title and character, together with dates of communications containing information from asset. Corrective letters should refer to specific report, page number, and change to be made. Amended pages should not be prepared unless you are so instructed by FBIHQ in accordance with instructions of part II, section 4, Manual of Rules and Regulations.

e. Instruct each field office which has made further dissemination of asset's information to follow instructions set forth above.

f. Set up control file regarding this corrective action and upon completion of same submit to FBIHQ final letter under asset's caption identifying each case by title, character, FBIHQ file number if known, and date of communication. This letter will be used to check all pertinent FBIHQ files to see that necessary corrective action has been taken.

g. If necessary, other field offices which have received information from asset should also be requested to submit summary letters showing what corrections have been made.

h. Occasionally, former asset through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was asset. It is not necessary to go back and change evaluation of information attributed to that former asset in absence of definite indication that he furnished unreliable information while he was asset.

i. Dissemination of information from assets of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

32. Discontinuance of assets

Advise FBIHQ under asset's symbol number caption when services of asset are discontinued.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1212

"SECRET - NO FOREIGN DISSEMINATION"

33. Discontinued assets
   a. When services of asset are discontinued, mark name card "canceled." Destroy symbol card. Never destroy name card.
   b. Refile name card in numerical order by symbol number in symbol number index. When discontinued asset is later reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of FCI asset index.
   c. Inform FBIHQ of date when asset is discontinued and reason therefor, and whether or not asset is willing to testify in open court or before administrative hearing boards. Inform FBIHQ according to instructions in volume II, section 19, of this manual of identity of all Security of Government Employees cases in which asset has furnished information.
   d. If the discontinued asset is a member of the U. S. Military or another U. S. Government employee, submit LHM to FBIHQ merely stating the fact of discontinuance. FBIHQ will use LHM to notify asset's headquarters.
   e. Once asset is exposed in any manner, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth.
   f. If a former asset furnishes information to an office other than the office which originally handled him, the new office should notify the old office of its intended use of the asset and request pertinent background information.
   g. Remove flash notice on OA's (i.e., the stop placed via FD-165 when conducting original background inquiries on OA) one year after discontinuance.

34. Classification - 134

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1213

4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1214

4. Contacts by Agents
   [a. Informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency com- [munication.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1215

Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.
   b. Symbol number index
      This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
   c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
   d. Index cards
      Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

      Symbol: (Informant, potential informant, or confidential source) File No:

      Name:

   e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index maintained, separate index card is to be prepared on each informant and source included.
   c. Cards should contain brief background data and identity of Bureau communication showing background data.
   d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
   a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
   b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
   d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
   e. [Deleted.]
   f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
   g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
   h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
   i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1216

[4. Contacts by Agents
[a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
[b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
[c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
[d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
[e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
[f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
[g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
[h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
[i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
[j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
[5. Checking reliability
[a. Reliability of all active informants must be constantly checked.
[b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
[6. Fingerprints
[a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
[b. If informant refuses, do not force issue.
[c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1217

d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation

a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.

b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

> I, ________, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) ________ ____________

Witnessed: ________________

8. Execution of party questionnaires

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeoparidze their position as informants. If necessary, each item in questionnaire should be discussed with informant.

9. Informant's activity in organizations

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

NW 88321 DocId:32989529 Page 1218

(4) Number of statements submitted
Combine total number of oral and written statements submitted and show only total number.

(5) Stability and reliability
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."

(6) Indoctrination against disclosure
If informant has been indoctrinated against disclosure, check positive box.

(7) Percentage of information verified
Show percentage of information furnished by informant which has been verified through other sources.

(8) All necessary action taken on information furnished
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."

(9) Summary of information furnished
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.

(10) Miscellaneous
[[Furnish any change in informant's residence and employment [by secure teletype (nitel),] steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.

c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.

d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.

e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.

f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.

g. Discontinuance of payments
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.

h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.

5. Receipts
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

NW 88321 DocId:32989529 Page 1219

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
   c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.
4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.
7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.

b. Receipts should clearly show:
   (1) Date on which payment was made
   (2) Period for which made when informant is paid on period basis
   (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
   (4) Name of Agent making payment
   (5) Signature of person receiving money

c. Receipts are not to be witnessed by another Agent.

d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.

e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.

6. Income tax returns

a. Advise informants who receive compensation for their services to Bureau that such compensation must be reported as income when filing an income tax return.

b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.

d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.

e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

NW 88321 DocId:32989529 Page 1222

[2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.]

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1223

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
   c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.
4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.
7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1224

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1225

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

NW 88321 DocId:32989529 Page 1226

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

[2. [Deleted]

NW 88321 DocId:32989529 Page 1227

[2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.]

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1228

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made..
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1230

(4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.

(5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.

(6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.

(7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.

c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.

d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.

e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

a. All lead information obtained from informant must be run out to logical conclusion.

b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.

b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.

d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

NW 88321 DocId:32989529 Page 1231

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition

   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
   Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
   Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
   Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
   Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.

5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

2. Quarterly letters
   a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters on all[extremist]and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
      (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources

NW 88321 DocId:32989529 Page 1235

[A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

[B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

[C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1237

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. Symbol number may be assigned if unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY-000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1238

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.

10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.

11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS

1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group.
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1239

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1240

4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1241

d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation

a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.

b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

> I, ________, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) ________ ____________

Witnessed: ____________

8. Execution of party questionnaires

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeoparidze their position as informants. If necessary, each item in questionnaire should be discussed with informant.

9. Informant's activity in organizations

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

NW 88321 DocId:32989529 Page 1242

(4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.

(5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.

(6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.

(7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.

c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.

d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.

e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

a. All lead information obtained from informant must be run out to logical conclusion.

b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.

b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.

d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

NW 88321 DocId:32989529 Page 1243

[Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

[R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. Symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, racial, and criminal informants.

NW 88321 DocId:32989529 Page 1244

b. Symbol number index
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol: (Informant, potential informant, or confidential source) File No:

Name:

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index maintained, separate index card is to be prepared on each informant and source included.
   c. Cards should contain brief background data and identity of Bureau communication showing background data.
   d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
   a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
   b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
   d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
   e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
   f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
   g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
   h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
   i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1245

[b. Symbol number index
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol: File No:
(Informant, potential informant, or confidential source)

Name:

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"
a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
b. If such index maintained, separate index card is to be prepared on each informant and source included.
c. Cards should contain brief background data and identity of Bureau communication showing background data.
d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index
a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1246

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
   a. He will no longer be operated by Bureau
   b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
   c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
   d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

   Advise Bureau results of such interview and comment on its possible effectiveness.

   Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

NW 88321 DocId:32989529 Page 1247

NW 88321 DocId:32989529 Page 1248

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1249

A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
   Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
   Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
   Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
   Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1250

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Do not submit on UACB basis. Include physical description.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
   e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to Bureau.
4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.

NW 88321 DocId:32989529 Page 1251

[5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under section 107L, item 3b, below, except those items concerning payments.

[6. Post record of all contacts with potential informants.

[7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.

[8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.

[9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.

[10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

[E. BUREAU POLICY

[1. Development of military personnel
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.

[2. Contacts by designated Agents
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.

[3. Divulging information to informant
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.

[4. Recording investigative activity
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

[F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

[1. Caution against divulging relationship
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.

[2. Developing additional background
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.

[3. Indications of instability
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1252

[4. Contacts by Agents

a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.

b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.

c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.

e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.

f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.

g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.

h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.

i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.

j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

5. Checking reliability

a. Reliability of all active informants must be constantly checked.

b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

6. Fingerprints

a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.

b. If informant refuses, do not force issue.

c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1253

d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation

a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.

b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

> I, ________, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) ________ ____________

Witnessed: ________________

8. Execution of party questionnaires

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeoparidze their position as informants. If necessary, each item in questionnaire should be discussed with informant.

9. Informant's activity in organizations

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

NW 88321 DocId:32989529 Page 1254

10. Transfer of informants to other areas
    a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
    b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
    a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
    b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
    c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
    a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
    b. Such requests should be reported immediately to contacting Agent and made matter of record.
    c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
    d. Promptly report any such incident to Bureau.
13. Preparation for testifying
    Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
    a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
    b. Specific instructions must be given to informants concerning preparation of statements containing their information.
    c. They should be submitted as quickly as possible after meeting or activity.
    d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
    e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
    f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise.

NW 88321 DocId:32989529 Page 1255

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.

(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

(3) Prepare on paper devoid of any Bureau markings or identification.

(4) Date when informant prepares statement should be placed at top of statement.

(5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.

(6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.

(7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in body of statement by his true name and use third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.

(12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

(2) Prepare on paper devoid of Bureau markings or identification.

(3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

NW 88321 DocId:32989529 Page 1256

(4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.

(5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.

(6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.

(7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.

c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.

d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.

e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

a. All lead information obtained from informant must be run out to logical conclusion.

b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.

b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.

d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

NW 88321 DocId:32989529 Page 1257

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY-000-S to NY-000-C or to NY-000-R).
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

NW 88321 DocId:32989529 Page 1258

b. Symbol number index
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol: (Informant, potential informant, or confidential source)	File No:
Name:	

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"

a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

b. If such index maintained, separate index card is to be prepared on each informant and source included.

c. Cards should contain brief background data and identity of Bureau communication showing background data.

d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index

a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.

f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1259

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
   c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of informant on such cards.
4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.
7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1260

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.

10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.

11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS

1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group.
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1261

(4) Number of statements submitted
Combine total number of oral and written statements submitted and show only total number.

(5) Stability and reliability
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."

(6) Indoctrination against disclosure
If informant has been indoctrinated against disclosure, check positive box.

(7) Percentage of information verified
Show percentage of information furnished by informant which has been verified through other sources.

(8) All necessary action taken on information furnished
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."

(9) Summary of information furnished
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.

(10) Miscellaneous
Furnish any change in informant's residence and employment, steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.

c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.

d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.

e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.

f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.

g. Discontinuance of payments
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.

h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.

5. Receipts
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

NW 88321 DocId:32989529 Page 1262

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.

b. Receipts should clearly show:
   (1) Date on which payment was made
   (2) Period for which made when informant is paid on period basis
   (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
   (4) Name of Agent making payment
   (5) Signature of person receiving money

c. Receipts are not to be witnessed by another Agent.

d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.

e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.

6. Income tax returns

a. Advise informants who receive compensation for their services to Bureau that such compensation must be reported as income when filing an income tax return.

b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.

d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.

e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

NW 88321 DocId:32989529 Page 1263

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
   a. He will no longer be operated by Bureau
   b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
   c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
   d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

   Advise Bureau results of such interview and comment on its possible effectiveness.

   Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

NW 88321 DocId:32989529 Page 1264

O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice.
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

NW 88321 DocId:32989529 Page 1265

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. ANNUAL LETTER

1. Submit annual letter to Bureau including following:

a. Symbol numbers of all informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If confidential source has no symbol number, list name.

b. Symbol numbers of all informants not paid under Bureau authority

c. Comment concerning present informant coverage of office, together with information concerning actions being taken to improve coverage

d. List under "Headquarters City" and each resident agency all subversive organizations broken down into each division, such as clubs, committees, and chapters.

NW 88321 DocId:32989529 Page 1266

Under each unit show approximate membership and symbol numbers and positions of informants affording coverage. Where no informant coverage exists or is provided by sources who are not members, so indicate.

Include any additional pertinent information that may be helpful in overall evaluation, such as informants in other divisions who are occasionally used and highly placed informants who furnish area-wide, national, or international information.

2. Listed below are dates annual letters are to be submitted by respective offices:

Office	Dates
Albany, Albuquerque, Alexandria, Anchorage	January 15
Atlanta, Baltimore, Birmingham	January 31
Boston, Buffalo, Butte	February 15
Charlotte	February 28
Chicago	January 31
Cincinnati, Cleveland	February 28
Columbia, Dallas, Denver	March 15
Detroit, El Paso	March 31
Honolulu, Houston	April 15
Indianapolis, Jackson	April 30
Jacksonville, Kansas City	May 15
Knoxville, Las Vegas	May 31
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis, Miami	June 30
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City, Omaha	August 15
Philadelphia, Phoenix	August 31
Pittsburgh, Portland	September 15
Richmond, Sacramento	September 30
St. Louis, Salt Lake City	October 15
San Antonio, San Diego, San Francisco	October 31
San Juan, Savannah, Seattle	November 15
Springfield, Tampa, Washington, D. C.	November 30

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1267

O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice.
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

NW 88321 DocId:32989529 Page 1268

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
    a. He will no longer be operated by Bureau
    b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
    c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
    d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

    Advise Bureau results of such interview and comment on its possible effectiveness.

    Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

NW 88321 DocId:32989529 Page 1269

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. Symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, racial, and criminal informants.

NW 88321 DocId:32989529 Page 1270

[3. Index
[a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, racial informant, or security informant index, depending on type information furnished.
[b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
[4. Files
[When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
[5. Utilization
[a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
[b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
[c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
[d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
[(1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
[(2) Details of expected cooperation of individual and results of any interviews conducted with him
[(3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
[(4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
[6. Security confidential sources - certification of stability and payments
[a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
[b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must dictate memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
[c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
[7. Gifts
[Gifts should not be given to sources.
[8. Discontinuance
[Advise Bureau of date when source is discontinued and reasons.

[S. PANEL SOURCES
[1. Definition
[See page 3 of this section.
[2. Background investigation and approval
[a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

NW 88321 DocId:32989529 Page 1271

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. Symbol number may be assigned if unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY-000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1272

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.

5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 21 years are not to be developed as security informants or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

2. Quarterly letters
   a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters on all racial and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
      (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources

NW 88321 DocId:32989529 Page 1273

[3. Responsibility for well-planned coverage
[Each office must have continuous and well-planned program to obtain
[necessary coverage at institutions of learning so that Bureau can fulfill
[its obligations. Care with which this must be done in no way lessens
[responsibility of each field office to have proper coverage.
[
[V. CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1274

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1275

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1276

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1277

A. DEFINITIONS
1. Security informant
Individual actively engaged in obtaining and furnishing current information on security[or intelligence]matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value;[or furnish pertinent foreign intelligence data of value on a regular basis.]
2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith,[or is in a position to secure pertinent foreign intelligence data,]and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS
Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. As assistance in obtaining potential informants, the following is suggested:
1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1278

A. DEFINITIONS
1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. in behalf of foreign principal, that he is able to obtain and does provide current information of value; or furnish pertinent foreign intelligence data of value on a regular basis.
2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. in behalf of foreign principal or can be closely associated therewith, or is in a position to secure pertinent foreign intelligence data, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of the Bureau but merely obtain and furnish information readily available to them.
[5. Panel source
An individual who is not involved in a subversive group but who will attend its public gatherings in behalf of the FBI for intelligence purposes or as a potential witness]

B. SOURCES OF POTENTIAL SECURITY INFORMANTS
Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:
1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1279

9. Investigation of Communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

C. INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105, item 6b, (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an [FD-165] form which should be transmitted to the Identification Division to obtain any record he may have [and to place a stop against his fingerprints if they are on file.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1280

8. Persons being considered for use in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and defector program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, or designate an individual as a potential security informant.

D. APPROVAL, INDOCTRINATION, DEVELOPMENT, AND CONTROL OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to designate individual as a Bureau-approved potential security informant and to proceed with his development. Do not submit on a UACB basis. Include a physical description.

[[2.] After designation as a Bureau-approved potential security informant, the following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand that there is no coercion or intimidation involved.
   b. He is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. If he has a special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and an appropriate recommendation made to the Bureau. The special circumstances will be taken into consideration by the Bureau and you will be advised accordingly.
   d. If the potential informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration of labor unions by subversive elements.
   e. If the potential informant is a student, teacher, or has similar relations with a school, college, or university, in the initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

[[3.] Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.

[[4.] Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.

[[5.] Advise Bureau of progress being made at least every[six]months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain
[informative summary of information furnished during past[six]months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.

NW 88321 DocId:32989529 Page 1281

[[6.] Post records of contacts with potential informants so that the cases will not become delinquent.

[[7.] During contacts with potential informants, if it develops individual does not have the necessary capabiliti discontinue efforts.

[[8.] During initial stages of development a: on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the F and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer r to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

[[9.] From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

[[10.] When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

2. Contacts by designated Agents
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated to contact him.

3. Divulging information to informant
No information should be divulged to a potential informant or an informant concerning any of the Bureau's investigative activity other than that which is essential to his proper operation.

NW 88321 DocId:32989529 Page 1282

h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.

i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the [nonpublished] office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.

j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.

k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.

l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.

m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.

n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.

5. Checking reliability

a. Reliability of informants must be constantly checked.

b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

c. Checks on reliability must be constantly reviewed during time informant is active.

6. Fingerprints

a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.

b. If informant refuses, do not force the issue.

c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation

a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1283

G. INFORMANTS' INFORMATION

1. General instructions re oral and written information

   a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.

   b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.

   c. They should be submitted as quickly as possible after a meeting or activity.

   d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)

   e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.

   f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for[channelization]and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

   g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will then be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

   h. See subsection M for instructions regarding filing informant statements.

2. Recording written and oral information

   a. Written by informant

      (1) May be in handwriting or hand printing of informant or typed.

      (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

      (3) Prepare on paper devoid of any Bureau markings or identification.

      (4) Date when informant prepares statement should be placed at the top of it.

      (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

NW 88321 DocId:32989529 Page 1284

G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
   a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
   b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
   c. They should be submitted as quickly as possible after a meeting or activity.
   d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
   e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
   f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. [In those instances in which informant's statement contains references to a large number of individuals and/or organizations, and statement exceeds two pages in length, consideration should be given to channelizing to a substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire informant's statement should be filed in informant's subfile. This procedure should save filing space, time of reviewing files, and should be employed unless a logical reason dictates otherwise.]
   g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testmony.
   h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
   a. Written by informant
      (1) May be in handwriting or hand printing of informant or typed.
      (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
      (3) Prepare on paper devoid of any Bureau markings or identification.
      (4) Date when informant prepares statement should be placed at the top of it.
      (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

NW 88321 DocId:32989529 Page 1285

4. S[illegible]iles

a. [illegible] subfile is re[illegible]red on each i[illegible]formant who submits statements, written or oral, except i[illegible] espionage o[illegible] foreign nationality matters where a subfile is [illegible]ecess[illegible]y only in those instances i[illegible]volving possible prosecuti[illegible]. The original of each stat[illegible]ent, whether personally written [illegible] the informant or [illegible]urnished or[illegible]ly and reduced to writing by conta[illegible]ing Agent, should be filed in [illegible] subfile. Executed form FD-306 o[illegible] a channelizing memorandum conta[illegible]ng all applicable items set forth on form FD-306 should be stapled [illegible] the original of each such statement.

b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. Chann[illegible]lization

Exc[illegible]ts from the informant's statement are to be included in the regular inv[illegible]tigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

7. Dissemination of information

I[illegible]formation submitted by informants, potential informant[illegible], confidential [illegible]ces, or sources [illegible] information should be reported to the Bureau and [illegible]ested offices [illegible] other agencies whenever necessary by the appro- [illegible] means of comm[illegible]ication under captions showing the subject matter [illegible] [illegible]ormation.

8. [illegible]

[illegible]dence submitted in security info[illegible]nt and potential security [illegible] matters should be str[illegible]ctly limite[illegible] to the administrative [illegible] of the informant and [illegible]ould not co[illegible]ain information more prop-[illegible]ly furnished to the Bureau u[illegible]er a substa[illegible]ive case caption.

9. [illegible]ainten[illegible]nce of files

[a. All symbol number informant]files,[pending and closed,]shall be mai[illegible]ained under lock and key under the personal supervision of the

[SAC, ASAC, field supervisor,[or responsible employee designated by

[the SAC.]

b. Subfiles [illegible]ntain[illegible] written statements may be mai[illegible]ained in the open files sec[illegible]ion, [illegible]ded there is no disclosure of [illegible]he informant's identity on the [illegible].

c. All informant files sh[illegible] be maintained in such a manner as to insure that all information f[illegible]nished by a particular informant will be immediately available u[illegible]on the request of the Bureau.

d. In additi[illegible] these fil[illegible] should be maintained in such a fashion that the ident[illegible]es of the [illegible]ses in which an informant has furnished competent [illegible]vidence can [illegible]e furnished immediately to the Bureau by simply re[illegible]erring to th[illegible] file of the informant and without the necessity of condu[illegible]ing extensiv[illegible] research.

10. Use of inform[illegible]nt by Department - filing correspondence re

From time to [illegible]me, the Department expresses an i[illegible]terest in using a partic-ular informa[illegible] [illegible]or testifying when he becom[illegible] av[illegible]lable as a witness. As a result, [illegible]e will be correspondence [illegible] this situation between the Bureau a[illegible] [illegible] field. Place copies of all [illegible]h correspondence in [illegible] informan[illegible] [illegible]le. Occasionally such corre[illegible]dence may be volu-[illegible]ous and appl[illegible] to more than one informant. I[illegible] those cases, summarize [illegible] information concerning each particular informant and place the summary [illegible] the appropriate informant's file.

11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in [illegible]urity informant and potential security informant files. It is to be u[illegible] in the nature of a table of contents or [illegible] an index to show where [illegible] [illegible]e file particular data can be found. This form is to be kept as [illegible] top

NW 88321 DocId:32989629 Page 1286

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.
6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
   From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
   Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1287

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to [$400] and totaling not more than [$400] on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling [$400.]
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
         (Use following wording as nearly as possible:
         "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
[[For instructions regarding payments under SAC authority, refer to section
[130G, item 1, of this manual since comparable instructions apply to security
[informants and sources as those set forth for racial informants and sources.]
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
[b. In requesting[authorization for payments, a justification must be fur-
[nished Bureau. For this purpose, use form FD-401 and execute in accord-
[ance with instructions for racial informants and sources contained in
[section 130G, item 2b, of this manual. Justification for payments,
[of course, is based on activity of informant, potential informant, or
[source in matters having primarily a security rather than racial in-
[terest. In espionage and foreign nationality matters use subheadings,
[where applicable.]

NW 88321 DocId:32989529 Page 1289

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants
For instructions regarding payments under SAC authority, refer to section
[[130H,]item 1, of this manual since comparable instructions apply to security informants and sources as those set forth for racial informants and sources.

3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting authorization for payments, a justification must be furnished Bureau. For this purpose, use form FD-401 and execute in accordance with instructions for racial informants and sources contained in
[section[130H,]item 2b, of this manual. Justification for payments, of course, is based on activity of informant, potential informant, or source in matters having primarily a security rather than racial interest. In espionage and foreign nationality matters use subheadings, where applicable.

NW 88321 DocId:32989529 Page 1290

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership and position held in subversive organizations
(4) Summary of information furnished and/or services rendered during pertinent period. [Information and/or services available only from the informant must be specifically identified. (If there is none, a statement to that effect should be set out.)]
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Steps being taken to advance informant
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every [six] months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1291

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every six months a letter of justification[(FD-401)]should be submitted to the Bureau requesting continuation of payments. Follow[instructions set forth in section 130G, item 2b, of this manual.]

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1292

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments. Follow instructions set forth in section [130H,] item 2b, of this manual.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1293

[4. [Six-month]evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communi-
[cation must be transmitted to the Bureau every[six]months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1294

4. Six-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication[(FD-401)]must be transmitted to the Bureau every six months after the date of designation containing the same information set out in[section 130G, item 2b, of this manual]except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in[section 130G, item 2b, of this manual.]

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1295

4. Six-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication (FD-401) must be transmitted to the Bureau every six months after the date of designation containing the same information set out in section
[[130H,]item 2b, of this manual except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is
[necessary regarding only those applicable items in section[130H,]item 2b, of this manual.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1296

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents

a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.

b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.

c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.

d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

[10. [ANNUAL]LETTER

[[Annual]letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. [As a separate section of the[annual]letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

[[Annual]letters may include any additional pertinent information re informant coverage that may be helpful in overall evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1297

5. Listed below are all of the Bureau offices and the dates[annual] letters should be submitted:

Office	Dates
[Albany	January 15
Albuquerque	" "
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	May 31
Las Vegas	" "
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City	August 15
Omaha	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "]

NW 88321 DocId:32989529 Page 1298

5. Listed below are all of the Bureau offices and the dates annual letters should be submitted:

Office	Dates
Albany	January 15
Albuquerque	" "
[Alexandria	" "]
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	May 31
Las Vegas	" "
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City	August 15
Omaha	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1299

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau of the date when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[19,]volume[II,]of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1300

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Columbia	" "
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jackson	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
[Sacramento]	June 15 and December 15
St. Louis	" "
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1301

5. Listed below are [redacted]l of the Bureau offices and th[redacted]ates[annual] letters should b[redacted]ubmitted:

Office	Dates
[Albany	January 15
Albuquerque	" "
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	May 31
Las Vegas	" "
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City	August 15
Omaha	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "]

... each ... Bureau office which has made further dissemination of such information to follow the instructions set forth above.

... set up a control file regarding this corrective action, and upon ...letion of same submit to the Bureau a ... letter under the in...ant's caption identifying each case by title, character, Bureau file, ... known, and date of communication.

10. The letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.

11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.

12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.

13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.

14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

[T.] CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential sources; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N,[item]3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization[or if he is not an employee of a foreign diplomatic establishment or an international organization]and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   [c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every four months. See 107N,[item]3b, for form of letter.]
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, item 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every[six]months. See 107N, item 3b, for form of letter.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1305

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every six months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, item 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every six months. See 107N, item 3b, for form of letter.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1306

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. [Every six months a letter of justification[(FD-401)]should be submitted to Bureau requesting continuation of payments to security [confidential sources. See[section 130G, item 2b, of this manual] for form of letter.
   b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary [Fund, etc.), a letter of justification[(FD-401)]should be submitted [to Bureau every six months. See[section 130G, item 2b, of this manual] for form of letter.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1307

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every six months a letter of justification (FD-401) should be submitted to Bureau requesting continuation of payments to security confidential sources. See section[130H,]item 2b, of this manual for form of letter.
   b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification (FD-401)]should be submitted to Bureau every six months. See section[130H,]item 2b, of this manual for form of letter.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1308

[U. PANEL SOURCES

1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
   b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
   c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
      (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
      (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
      (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
   d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
   a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
   b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
   c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
   d. Only Agents designated in particular case should contact panelists.
   e. Every six months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, item 3b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
   f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
   g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
   h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.]

[V.] CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1309

U. PANEL SOURCES
1. Definition
See page 3 of this section.
2. Background investigation and approval
a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
(1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
(2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
(3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
d. Only Agents designated in particular case should contact panelists.
[e. Every six months submit letter of justification[(FD-401)]to Bureau requesting continuation of payments to panel source. See section
[[130G, item 2b,]of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

V. CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1310

U. PANEL SOURCES

1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
   b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
   c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
      (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
      (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
      (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
   d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
   a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
   b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
   c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
   d. Only Agents designated in particular case should contact panelists.
   e. Every six months submit letter of justification (FD-401) to Bureau requesting continuation of payments to panel source. See section 130G, item 2b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
   f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
   g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
   h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1311

U. PANEL SOURCES

1. Definition

See page 3 of this section.

2. Background investigation and approval

   a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

   b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

   c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:

      (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

      (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him

      (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.

   d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.

3. Administrative handling

   a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.

   b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.

   c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.

   d. Only Agents designated in particular case should contact panelists.

   e. Every six months submit letter of justification (FD-401) to Bureau requesting continuation of payments to panel source. See section [130H,]item 2b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

   f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.

   g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.

   h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1312

[V. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 21 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with a potential student security informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands that FBI has no interest in legitimate institution or campus activities. Taking this statement should place Bureau in a position to refute possible subsequent false allegations as to nature and purpose of source's cooperation with FBI.
2. Quarterly letters
   a. Beginning 1-1-70, submit quarterly letters on each student and teacher authorized by Bureau for contact as a security informant, potential security informant, or other sources (including panel sources). (Quarterly letters are not to take place of or be combined with six months' payment justification letters.) Include following in quarterly letters:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters of security and racial informants should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter concerning security sources:
      (1) Number of security informants, potential security informants, and other security sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources
3. Responsibility for well-planned coverage
   Each office must have a continuous and well-planned program to obtain necessary coverage at institutions of learning so that Bureau can fulfill its obligations. Care with which this must be done in no way lessens responsibility of each individual field office to have proper coverage.

[W.] CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1313

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments. Follow instructions set forth in section [130H,] item 2b, of this manual.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1314

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies [of FD-306 as needed for [channelization]and staple one copy to each copy of the informant's statement being channelized. Channelization should be [noted on original FD-306 and on all copies.
6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
   From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
   Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1315

4. Six-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication[(FD-401)]must be transmitted to the Bureau every six months after the date of designation containing the same information set out in[section 130G, item 2b, of this manual]except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in[section 130G, item 2b, of this manual.]

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1316

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

[T.] CONFIDENTIAL SOURCES

1. Definition

   See page 3 of this section.

2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files

   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1317

V. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 21 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with a potential student security informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands that FBI has no interest in legitimate institution or campus activities. Taking this statement should place Bureau in a position to refute possible subsequent false allegations as to nature and purpose of source's cooperation with FBI.
2. Quarterly letters
   a. Beginning 1-1-70, submit quarterly letters on each student and teacher authorized by Bureau for contact as a security informant, potential security informant, or other sources (including panel sources). (Quarterly letters are not to take place of or be combined with six months' payment justification letters.) Include following in quarterly letters:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters of security and racial informants should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter concerning security sources:
      (1) Number of security informants, potential security informants, and other security sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources
3. Responsibility for well-planned coverage
   Each office must have a continuous and well-planned program to obtain necessary coverage at institutions of learning so that Bureau can fulfill its obligations. Care with which this must be done in no way lessens responsibility of each individual field office to have proper coverage.

[W.] CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1318

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. Channelization
Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

6. Channelizing memoranda - destruction of
For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

7. Dissemination of information
Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

8. Correspondence
Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

9. Maintenance of files
   a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

10. Use of informant by Department - filing correspondence re
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

11. Form FD-238
Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1319

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

[T.] CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1320

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

C. INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an [FD-165] form which should be transmitted to the Identification Division to obtain any record he may have [and to place a stop against his fingerprints if they are on file.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1321

Subfiles
a. ... each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. ... original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. Channelization
Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

6. Channelizing memoranda - destruction of
For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

7. Dissemination of information
Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

8. Correspondence
Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

9. Maintenance of files
a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

10. Use of informant by Department - filing correspondence re
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

11. Form FD-238
Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1322

P. SIGNING LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau of the date when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section [19,] volume [II,] of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1323

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1324

[[e.] When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.

7. Stipulation re payments made to witnesses
   a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
      (1) The correct, full name
      (2) All aliases, code names, and symbol numbers
      (3) The first date of contact by your office
      (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
      (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
      (6) A listing of any advances, refunds, and outstanding balances of advances
      (7) The date of last contact by your office
      (8) Whether the individual has been contacted by any other office
   b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
   c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
   d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation
   a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

NW 88321 DocId:32989529 Page 1325

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. [Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1326

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1327

document in the pertinent informant file and is not to be serialized. If a particular section of the form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
When [illegible] source submits bulky material other than a statement and [illegible] pertaining to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should [illegible] be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. [Deleted]
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, [illegible] industries, or insurance companies and request assistance re [illegible] payments of money, gifts [illegible] products of such companies to informants.
2. SAC authority to pay informant
   a. [illegible] specific [illegible] in which it is necessary and expedient to expend money [illegible] information concerning matters or persons under investigation [illegible] not otherwise obtainable, or to advance expense money [illegible] individual to obtain such information, SAC may approve [illegible] up to $200 and totaling not more than $200 [illegible] c.o.d. [illegible] regardless of the number of payments. [illegible] applies only to individuals who have not been regularly paid for services [illegible] expenses [illegible] Bureau authorization. In other words, once an individual has been paid on Bureau authorization regardless of the amount, this authority of the SAC [illegible] no [illegible] utilized.
   b. Individuals [illegible] paid on SAC authority should not be described in correspondence [illegible] an informant or source who is being paid on a "regular basis" [illegible] on "Bureau authorization."
   c. The blue slip [illegible] claiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will [illegible] in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible:
      "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1328

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. [Deleted]
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a one-time basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis – Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
          (Use following wording as nearly as possible:
          "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___ (amount) per ___ (month, week) for services, plus up to $___ (amount) per ___ (month, week) for expenses actually incurred for a period of ___ months, effective ___ (date).")

NW 88321 DocId:32989529 Page 1329

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1330

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1331

A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security[or intelligence]matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value;[or furnish pertinent foreign intelligence data of value on a regular basis.]
2. Potential security informant
   Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith,[or is in a position to secure pertinent foreign intelligence data,]and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent
   A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source
   An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

C. INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, [(9),]volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain any record he may have.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

[8. [Persons being considered for use]in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.

9. Leads to obtain background data must be handled by auxiliary offices within 30 days.

10. Investigation as outlined above must be completed prior to any request to
[guide, direct,[or designate]an individual as a potential[security]informant.

[D. [APPROVAL, INDOCTRINATION, DEVELOPMENT, AND CONTROL OF POTENTIAL SECURITY
[INFORMANTS]

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to designate individual as a Bureau-
[approved potential security informant and[to]proceed with his development.
[[Do not submit on a UACB basis. Include a physical description.]

[2. [Deleted]

[3. [After designation as a Bureau-approved potential security informant, the
[following matters should be made clear to him:]
[[a.] His assistance is strictly voluntary and he is to understand that there is no coercion or intimidation involved.
[[b.] He is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon him.
[[c.] His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investiga-
[tive activity may be jeopardized. If he has a special problem which would
[require revealing his[assistance]to his wife[or other pertinent individual,]
[this should be[ascertained and an appropriate recommendation made to the
[Bureau.] The special circumstances will be taken into consideration by the
[Bureau[and you will be advised accordingly.]
[[d.] If the potential informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration of labor unions by subversive elements.
[[e.] If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in the initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.

5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.

6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and relaibility and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.

NW 88321 DocId:32989529 Page 1334

7. Post records of contacts with potential informants so that the cases will not become delinquent.

[8. During [contacts] with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.

[9. [Deleted]

[10. [Deleted]

[[11.] During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

[[12.] From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

[[13.] When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility
[of using informant as a witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

2. Contacts by designated Agents
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated to contact him.

3. Divulging information to informant
No information should be divulged to a potential informant or an informant concerning any of the Bureau's investigative activity other than that which is essential to his proper operation.

NW 88321 DocId:32989529 Page 1335

4. Recording investigative activity
All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. [Sources include all confidential informants - criminal, security, [and racial.]. Agents must not have and use informants known only to the individual Agents personally.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF SECURITY INFORMANTS
1. Caution against divulging relationship
   a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.
   b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   a. During development of informant, additional data concerning his background should be continuously obtained from informant.
   b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.
3. Handling indications of instability
   a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.
   b. Set forth the steps being taken to prevent any embarrassment to Bureau.
4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where the frequency of contact is dependent on the circumstances of each case, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.
   b. If such frequent contacts cannot be established, obtain specific Bureau authority for an exception to this requirement (except in espionage and foreign nationality matters). In requesting such exception, set forth all attendant circumstances.
   c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.
   d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.
   e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.
   f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.
   g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

NW 88321 DocId:32989529 Page 1336

h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.

i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the unlisted office telephone number for emergency communication. [This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.]

j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.

k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.

l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.

m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.

n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.

[5. [Checking reliability]

a. Reliability of informants must be constantly checked.

b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

c. Checks on reliability must be constantly reviewed during time informant is active.

6. Fingerprints

a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.

b. If informant refuses, do not force the issue.

c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

[7. [Control - statement of cooperation]

a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1337

b. As means of obtaining closer control, obtain signed statement set out below whenever feasible and practical. In those instances in which it is not practical to secure a signed statement from an informant or double agent, advise Bureau of complete details. The SAC and the Agent handling the informant or double agent should determine the appropriate time in the informant's operation when the statement should be completed.

> I, _____, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.
>
> (Signed) _____ _____
>
> Witnessed: __________

[[8. Execution of party questionnaires]

a. Informants, particularly in Communist Party, ofttimes must execute "Party" questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants.

b. If necessary, each item in questionnaire should be discussed with informant to be certain his identity as informant is protected.

[[9. Informant's activity in organizations]

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of the organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in the organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of the motivation behind such changes, but be certain opinions and suggestions given are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but at the same time should be cautioned to do so in such a manner as to avoid suspicion.

[[10. Transfer of informants to other areas]

a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.

b. Keep in mind over-all coverage of organization. If informant becomes prominent and may be able to expand his field of activity beyond your field division, by all means encourage him to do so in order to provide a wider coverage for the Bureau's work.

[[11. Action by informant when uncovered]

a. If informant is uncovered by subversive elements, he should be instructed to defend himself vigorously and demand proof of his informant activity.

b. Suspicion in many cases is directed to an informant without [illegible] to back it up and by bluffing informant may confuse the issue [illegible] the point where his services may not be lost. This procedure should be carefully handled and each situation considered on its merits.

c. In some cases it may be necessary for informant to acquiesce to charges of deviation from the strict discipline of the organization involved, as by so doing he may cast off suspicion.

NW 88321 DocId:32989529 Page 1338

12. Requests of informant to help defend others
   a. If a security informant is requested by the Communist Party, communists being prosecuted by the Government, or by other interested parties to assist in the preparation of the defense in subversive-type cases or receives assignment where such information is readily available, informant should tactfully decline such assignments.
   b. Any such request received by informant should be reported immediately to the contacting Agent and made a matter of record.
   c. If the informant cannot avoid becoming involved, he should be instructed not to report to the contacting Agent any information pertaining to defense plans or strategy.
   d. Any such incident must be reported promptly to the Bureau.

[13. Preparation for testifying
Contacting Agent must condition the informant to the fact that someday the knowledge he possesses may be needed as evidence in court to assist the Government in combating the evil of communism. Psychologically prepare the informant for the fact that he may at some future date be called upon to render a still further contribution to his Government by testifying to the information he has furnished on security matters. Proper indoctrination of the informant is essential as the Bureau must provide witnesses whenever the Department initiates prosecutions in security cases.]

NW 88321 DocId:32989529 Page 1339

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
   a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
   b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
   c. They should be submitted as quickly as possible after a meeting or activity.
   d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
   e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
   f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
   g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will thus be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
   h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
   a. Written by informant
      (1) May be in handwriting or hand printing of informant or typed.
      (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
      (3) Prepare on paper devoid of any Bureau markings or identification.
      (4) Date when informant prepares statement should be placed at the top of it.
      (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

(6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.

(7) Informant should identify[his statement]by affixing his code name[immediately under the last written line on each page.] Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or the initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.

(12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
   (a) Any reference concerning the Director and the Bureau
   (b) References to other documents and statements submitted by the informant
   (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
   (a) Any reference concerning the Director and the Bureau
   (b) References to other documents and statements submitted by the informant
   (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

(2) Prepare on paper devoid of any Bureau markings or identification.

(3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.

(4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.

(5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

NW 88321 DocId:32989529 Page 1341

(6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).

(7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

3. Transmission of information
   a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
   b. They should never be mailed to field office or resident agency.
   c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
   d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
   e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
   f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
   g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
   h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

4. Handling of lead information
   a. All lead information obtained from informant must be run out to a logical conclusion.
   b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file s[hould] be opened and assigned to effect an identification and to take a[ny] necessary action.
   c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

5. Handling documentary material furnished by informants
   a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
   b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
   c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

NW 88321 DocId:32989529 Page 1342

d. All such material should be transmitted in the same manner as statements furnished by informant.

e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition

   a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.

   b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.

   c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.

2. Locating information to pass

   Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.

3. Obtaining Bureau authority

   Bureau authority must be obtained to pass any information in a double agent operation except:

   a. Newspaper articles

   b. Magazine articles

   c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)

4. Retention of copies of passed material

   a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.

   b. Such material should be appropriately identified by the double agent.

   c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.

   d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.

   e. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

NW 88321 DocId:32989529 Page 1343

I. SYMBOLS

1. Assigning numbers

   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a number is assigned, it must not be subsequently reassigned to any other informant, source, or confidential technique,[regardless of type or designation.]

   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.

   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.

   d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.

   e. Bureau should be advised of this cover name in addition to the permanent symbol.

   [f. The prefix of a symbol number is made up of the appropriate field office teletype abbreviation followed by the appropriate assigned number.

   g. The suffix of the symbol number will consist of the letter "S" to designate a security informant; the letters "PSI" to designate a potential security informant.

   h. Although an individual, confidential technique, or source may subsequently furnish information requiring a change in designation (e.g., from security to criminal or to racial, etc.), the number previously assigned will remain the same; however, the suffix is to be changed to the appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-R).]

NW 88321 DocId:32989529 Page 1344

2. Communications - use of symbols
   a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, the same procedure is to be followed.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
      (3) If an informant is transferred to another office and remains active, his identity must still be protected.
[e. [Deleted]
[f. In communications concerning a potential security informant[when
[a symbol number is not assigned,]the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
[g. [Deleted]
[h. [Deleted]
[i. [Deleted]
   j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

J. INDEXING
1. True names and aliases of all inform. ts, as well as the cover name assigned to them for informants' us. in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES
1. Alphabetical name index and symbol number index
   a. Alphabetical name index
      (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
      (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1345

b. Symbol number index
   (1) The same official as set out in 1a (1) above is to maintain the symbol number index. This index shall contain a card for each individual to whom a symbol number has been assigned.
   (2) File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind the numerical symbol index.

c. The above indices (alphabetical name index and symbol number index) shall not be available for review by Agents seeking informant help in connection with their cases.

d. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by the official having custody of the cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of his activities and type of information he furnishes.

2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for the use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index is maintained, a separate index card is to be prepared on each informant and source that has been furnished.
   c. These cards should contain brief background data, together with the identity of the Bureau communication which contains the complete background data.
   d. File these cards alphabetically by name and symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index
   a. An Agents' informative index may be maintained by the same official as set out in 1a (1) above for the use of Agents on the type of informant coverage in the division.
   b. File these cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location there should be a guide card indicating the type of information which can be furnished, such as Communist Party, Civil Rights Congress, Polish Activity, etc.
   d. On this guide card set forth the symbol numbers of the informants and confidential sources who c[illegible] provide this coverage.
   e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
   f. When an individual can provide more than one type of information, his symbol or identity (if a potential informant, conf[illegible]tial source, panel source, or source of information without [illegible] nent symbol) sho[illegible] be set [illegible]th on as many [illegible] cards [illegible]y provide types of information.
   g. These guide cards should[sh[illegible] the above data and it is [illegible]e to place alongside the name [illegible] symbol number, as the case [illegible], the [illegible]es of the contacting [illegible]nts to whom a request may [illegible] for a specific check with the individual.
   h. Also, there may be set forth [illegible] these guide cards symbol [illegible]s of informants who move outside [illegible] division and who still [illegible] excellent sources regarding past activities. They should [illegible] declassified from informants to confidential sources or sources of information. If any such individual has [illegible] from a division and is being utilized by the division to which he has moved and has received a symbol number from the latter [illegible]sion, such designation should be indicated on the guide card.
   i. The names or symbol numbers, as the case may [illegible], of individuals contained in the index entitled "Informants [illegible] Sources in Other Divisions" who can be of assistance to your office may be set forth on the appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1346

4. Currency and security
All indices shall be maintained in a current status at all times in a manner which provides tight security of the information and yet makes it easily available to Agents having a need thereof.

L. INDEX CARDS
[1. Index cards [(FD-348) shall be executed] for the alphabetical name index.
[2. [Use form FD-348] for the symbol number index. [Execute only the following
[items:]

Symbol: (Informant, potential informant, or confidential source) File No:

Name:

3. Contacts with informants should not be posted on index cards since this information is shown in the informant's administrative file.

M. INFORMANT FILES
1. Opening
a. When active investigation is initiated relative to an individual who has potential as an informant or confidential source and he is not the subject of a security-type file, a 134 classification file should be opened and maintained in a pending status until efforts to develop the subject are discontinued.
b. If an individual is the subject of a security case and after being interviewed with Bureau authority he indicates he is cooperative and has potentiality as an informant, a 134 file should be opened and maintained in a pending status while under development as a potential informant. In espionage and foreign nationality matters the existing file may be used rather than opening a new 134 file if this is practical and will reduce paper work.
c. Individual files on all active informants should be maintained and carried as pending active cases.
2. Monthly administrative report
Files on potential informants and informants shall be included in the tabulations and calculations of delinquencies in the monthly administrative report.
3. Assignment and tickler cards
a. Assignment and tickler cards should be maintained.
b. The true name of informant is not to appear on the assignment and tickler cards.

NW 88321 DocId:32989529 Page 1347

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1348

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   [c. [Deleted]
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible: "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1349

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership and position held in subversive organizations
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Steps being taken to advance informant
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished.
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1350

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
[b. Bureau income should be set forth[on the]Federal income tax
[return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1351

[e.] When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.

7. Stipulation re payments made to witnesses
   a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
      (1) The correct, full name
      (2) All aliases, code names, and symbol numbers
      (3) The first date of contact by your office
      (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
      (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
      (6) A listing of any advances, refunds, and outstanding balances of advances
      (7) The date of last contact by your office
      (8) Whether the individual has been contacted by any other office
   b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
   c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
   d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation
   a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

NW 88321 DocId:32989529 Page 1352

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents

a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.

b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.

c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.

d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage provided by informants or sources who are not members, such factor should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1353

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
[Columbia	" "]
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jackson	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1354

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

such activities, the Bureau will consider placing him in contact with a reliable publisher, but it must be made clear to the informant that the Bureau will not sponsor or endorse any book or publication which he elects to write.

9. All payments to discontinued security informants and confidential sources must be made on a strict c.o.d. basis. Obtain Bureau authority before making any such payments. In requesting Bureau authority for payments of this type, submit complete details as to the information furnished by the discontinued informant or source in the past and what is to be expected of the informant or source in the future.

10. Once an informant is exposed in any manner whatsoever he is no longer to be carried as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.

11. When an office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to the office which originally handled the informant so that the file of the ex-informant will be as complete as possible.

12. When an informant has been discontinued for cause, such as unreliability, he should not be contacted in the future for information. If such an individual furnishes information it should be accepted, but in setting out the information in reports or communications use the individual's true name, together with an appropriate description of his reliability.

13. Remove flash notice per section F, 6.

14. Repeated use of the same discontinued informant as a witness at security trials and hearings should be avoided. Make an all-out effort to develop witnesses who can furnish the same testimony as that expected of previously used witnesses. Advise Bureau of any indication by Government attorneys that an informant-witness who has previously testified will be called upon for testimony at a subsequent trial or hearing and furnish your comments concerning possibility of supplanting the testimony of individual involved. Submit communication under appropriate case character.

15. Every effort should be made to prevent a discontinued informant from becoming involved in situations which may prove embarrassing to informant or the Government. Immediately after he testifies for the first time, a serious talk should be had with informant by the SAC in the presence of the Agent who handled the informant. This interview should be conducted in the field office and informant told that:
    a. He will no longer be operated by the Bureau
    b. Since he is a public figure, he will probably be contacted by representatives of the press, radio, and television for interviews and appearances
    c. He may be sought as a witness by congressional committees, by the Immigration and Naturalization Service, and by state authorities
    d. (Firmly stress.) In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish the statements, for if he does so he will wind up in serious trouble.

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to the possibilities of former informant being contacted by representatives of publicity media and as a witness by congressional committees, INS, and state authorities. It will be the SAC's responsibility to know when a former informant is scheduled or is likely to appear at a hearing or make a public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above set forth reiterated by Agent who handled the informant. Emphasize to former informant that he must stick to the truth and make certain he can back up what he says, and if there is any deviation he

NW 88321 DocId:32989529 Page 1356

will be subjected to harassment, criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision humself, but if he has appeared as a Government witness in a case which has not been finally adjudicated and decides in the affirmative, he should contact the USA for instructions. Advise Bureau of any such situations and the results of any interviews conducted.

[16. Whenever contacting Agent feels a discontinued informant could cause embarrassment to the Bureau, arrangements should be made to have the former informant come to the field office where he will be personally met by the SAC. At that time, he should be impressed with the fact that his services were appreciated and were of considerable assistance to the security of the country and remind him that he signed an agreement when he was active as an informant to maintain his relation with the Bureau on a confidential basis. The SAC should stress the necessity for the informant to maintain this confidence.]

R. FURNISHING OF INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS conducts investigations of alien communists as required under the Immigration Act of 10-16-18, as amended. INS, in order to enforce this statute, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own cases and interests to make available information and witnesses where possible.
3. In this regard, if contacted by INS inquiring for informants and you have a discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to the Bureau, together with your recommendation.
4. The Bureau will then review all of the facts concerning such informant and advise as to whether or not his identity may be disclosed to INS.
5. Exercise care in recommending informants for disclosure to INS so that you will not find yourself without proper coverage.
6. Before any informant is turned over to INS, obtain informant's permission.

S. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that an informant or ex-informant furnished false information while an informant, advise Bureau by airmail of complete facts.
2. Set forth your suggestion relative to wording to be used in describing the informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with a review of all data furnished by the individual and label information from him accordingly.
4. All communications containing information from the informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify the cases individually by title and character, together with dates of communications containing the information.
6. If information was used in reports, corrective letters should be crystal clear and refer to the specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by the Bureau in accordance with part II, section 4, of the Manual of Rules and Regulations; corrective action should be called to the attention of other Bureau offices, outside agencies, and Bureau by letter.

NW 88321 DocId:32989529 Page 1357

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES
1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1358

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   [Advise Bureau[of the date]when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1359

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1360

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1361

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1362

TABLE OF CONTENTS

NW-88321 DocId:32989529 Page 1363

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1364

TABLE OF CONTENTS

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1366

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

[9. Handling money and property received by double agents

a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.

b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name or number.

c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.

d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.]

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1367

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1368

A. DEFINITIONS

1. Security informan
   Individual actively engaged in obtaining and furnishing current information on security [or intelligence] matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value; [or furnish pertinent foreign intelligence data of value on a regular basis.]
2. Potential security informant
   Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data,] and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent
   A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source
   An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
2. Potential security informant
   Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent
   A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source
   An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or is in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
2. Potential security informant
   Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent
   A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source
   An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1371

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.

2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, [and]employees of the United Nations Secretariat. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. [Deleted]
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1372

A. DEFINITIONS

1. Security informant

Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.

2. Potential security informant

Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent

A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source

An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. [Review of [reserve] index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

NW 88321 DocId:32989529 Page 1373

A. DEFINITIONS

1. Security informant

Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.

2. Potential security informant

Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent

A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source

An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of[reserve]index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

NW 88321 DocId:32989529 Page 1374

A. DEFINITIONS
1. Security informant
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
[3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be; bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.]

[B. SOURCES OF POTENTIAL[SECURITY]INFORMANTS
Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:
1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of communist index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

NW 88321 DocId:32989529 Page 1375

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

[C. [INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING
[CONSIDERED FOR INFORMANT PURPOSES]

When a decision is made to consider a particular individual for informant
[purposes, background investigation must be conducted. [Extensive background
[investigation should not be conducted, however, until the individual has
[been interviewed and it has been determined he is willing to assist the
[Bureau. Obtain prior Bureau authority to interview whenever the restrictions
[imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b,
[(10), volume IV, relative to interviews apply. Background investigation
[should]consist of the following:

[1. Check of field office files for derogatory information
[2. Discreet canvass of logical informants to ascertain if the[individual]
[is known to[them]
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must
[definitely establish that the[individual]can be utilized without any danger of future embarrassment due to instability or unreliability.
[Securing background information from the[individual]is not sufficient;
[[his]background must be established by the investigation,[including discreet
[inquiries among persons who are personally acquainted with him.]
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identi-
[fication Division to obtain[any]record [he may have.]
5. Armed services record should be reviewed if the individual is veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1376

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)

[C. [INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING
[CONSIDERED FOR INFORMANT PURPOSES]

When a decision is made to consider a particular individual for informant
[purposes, background investigation must be conducted. [Extensive background
[investigation should not be conducted, however, until the individual has
[been interviewed and it has been determined he is willing to assist the
[Bureau. Obtain prior Bureau authority to interview whenever the restrictions
[imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b,
[(10), volume IV, relative to interviews apply. Background investigation
[should]consist of the following:
[1. Check of field office files for derogatory information
[2. Discreet canvass of logical informants to ascertain if the[individual]
[is known to[them].
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must
[definitely establish that the[individual]can be utilized without any danger of future embarrassment due to instability or unreliability.
[Securing background information from the[individual]is not sufficient;
[[his]background must be established by the investigation,[including discreet
[inquiries among persons who are personally acquainted with him.]
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identi-
[fication Division to obtain[any]record [he may have.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1377

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1378

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)

C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. [Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1379

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See desoco program, section 105K,6h, volume IV, of this manual.)

C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1380

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.

[[16. Officials and employees of foreign establishments in the U. S.
[17. Employees of the United Nations Secretariat
[18. Contacts (business, social, or otherwise) of foreign officials stationed
[in the U. S.
[19. Individuals who because of background, employment, or social status are
[in a position of intelligence interest to a foreign principal and who
[will undertake intelligence assignments under the guidance of the
[Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)]

[C. INVESTIGATION OF POTENTIAL[SECURITY]INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of other informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1381

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
[[16. Officials and employees of foreign establishments in the U. S.
[17. Employees of the United Nations Secretariat
[18. Contacts (business, social, or otherwise) of foreign officials stationed
[in the U. S.
[19. Individuals who because of background, employment, or social status are
[in a position of intelligence interest to a foreign principal and who
[will undertake intelligence assignments under the guidance of the
[Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)]

[C. INVESTIGATION OF POTENTIAL[SECURITY]INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of other informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1382

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K,6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS
1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to[designate]individual as a[Bureau-approved potential]security informant[and proceed with his development.]
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which,if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

NW 88321 DocId:32989529 Page 1383

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and desecco program, section 105K,6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS
1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 1[illegible] 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

NW 88321 DocId:32989529 Page 1384

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K,6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS
1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. [Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis,]should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These[letters should]follow the[form indicated]under section 107N, 3b, [but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.] (Refer to section 105K, 6h, (3), (b), volume IV, of this manual for exception to this rule in deseco matters.)
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which,if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

NW 88321 DocId:32989529 Page 1385

8. [Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K,6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.]
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

[D. INTERVIEWS[AND DEVELOPMENT OF]POTENTIAL[SECURITY]INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews[in their residences]should be conducted by two Agents[after specific approval of the]superior in the field office responsible for development of informants. [This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case,]potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. These progress letters should contain informative summary of information furnished during past four months and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These certifications may follow the wording suggested under section 107N,[3b, (11) and (12). (Refer to section 105K, 6h, (3), (b), volume IV, of this manual for exceptions to this rule in deseco matters.)]
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which,if developed, would be the means whereby he could obtain information.
[11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

NW 88321 DocId:32989529 Page 1386

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.

14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.

15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.

16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

E. BUREAU POLICY

[1. Development of military personnel]
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

[2. Contacts by designated Agents]
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]

[3. Divulging information to informant]
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

NW 88321 DocId:32989529 Page 1387

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.

14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and [illegible] so doing the Bureau's investigative activity may be jeopardized. [illegible] must be thoroughly impressed upon the informant before you accept [illegible] as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.

15. If a prospective informant is connected in any manner with a l[illegible] union, inform him that the Bureau is not interested in employe[illegible] employee relationships as such and is only concerned with obtai[illegible] information on the infiltration in labor unions by subversive ele[illegible]ts.

16. If the potential informant is a student, teacher, or has any simi[illegible]r relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a pl[illegible]nt.

18. When potential informant begins to fu[illegible]ish current information and otherwise qualifies for designation a[illegible] informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or A[illegible] acting in his absence; individual's background must also be thorough[illegible] reviewed at this ti[illegible], keeping in mind possibility of using informant as [illegible] potential witness. [illegible]f individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

E. BUREAU POLICY

[1. Development of military personnel]
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

[2. Contacts by designated Agents]
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]

[3. Divulging information to informant]
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity [illegible]ther than that which is essential to[his]proper operation.

NW 88321 DocId:32989529 Page 1388

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.

14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.

15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.

16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

E. BUREAU POLICY

[1. Development of military personnel]
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

[2. Contacts by designated Agents]
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]

[3. Divulging information to informant]
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

NW 88321 DocId:32989529 Page 1389

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.

14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.

15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.

16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

E. BUREAU POLICY

[1. Development of military personnel]

Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

[2. Contacts by designated Agents]

Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]

[3. Divulging information to informant]

No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

[4. [Recording investigative activity]
All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal or security. Agents must not have and use informants known only to the individual Agents personally.

[F. INDOCTRINATION,[DIRECTION,]AND CONTROL OF[SECURITY]INFORMANTS

[1. [Caution against divulging relationship]

a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.

b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.

[2. [Developing additional background]

a. During development of informant, additional data concerning his background should be continuously obtained from informant.

b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.

[3. [Handling indications of instability]

a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.

b. Set forth the steps being taken to prevent any embarrassment to Bureau.

[4. Contacts[by Agents]

[a. [Except in espionage and foreign nationality matters where the
[frequency of contact is dependent on the circumstances of each
[case,]informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.

b. If such frequent contacts cannot be established, obtain specific
[Bureau authority for an exception to this requirement[(except in
[espionage and foreign nationality matters).] In requesting such exception, set forth all attendant circumstances.

c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.

d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.

e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.

f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.

g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

NW 88321 DocId:32989529 Page 1391

h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.

i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the unlisted office telephone number for
[emergency communication. [This rule is not practical in all espionage
[and foreign nationality matters but should be followed where applicable.]

j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.

k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.

l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.

m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.

n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.

[5. [Checking reliability]

a. Reliability of informants must be constantly checked.

b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

c. Checks on reliability must be constantly reviewed during time informant is active.

6. Fingerprints

a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.

b. If informant refuses, do not force the issue.

c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

[7. [Control - statement of cooperation]

a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1392

b. As means of obtaining closer control, obtain signed statement set out below whenever feasible and practical. In those instances in which it is not practical to secure a signed statement from an informant or double agent, advise Bureau of complete details. The SAC and the Agent handling the informant or double agent should determine the appropriate time in the informant's operation when the statement should be completed.

> I, _____, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.
>
> (Signed) _____ _____
>
> Witnessed: __________

[8. Execution of party questionnaires]

a. Informants, particularly in Communist Party, ofttimes must execute "Party" questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants.

b. If necessary, each item in questionnaire should be discussed with informant to be certain his identity as informant is protected.

[[9. Informant's activity in organizations]

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of the organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in the organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of the motivation behind such changes, but be certain opinions and suggestions given are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but at the same time they should be cautioned to do so in such a manner as to avoid suspicion.

[[10. Transfer of informants to other areas]

a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.

b. Keep in mind over-all coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, by all means encourage him to do so in order to provide a wider coverage for the Bureau's work.

[[11. Action by informant when uncovered]

a. If informant is uncovered by subversive elements, he should be instructed to defend himself vigorously and demand proof of his informant activity.

b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse the issue to the point where his services may not be lost. This procedure should be carefully handled and each situation considered on its merits.

c. In some cases it may be necessary for informant to acquiesce to charges of deviation from the strict discipline of the organization involved, as by so doing he may cast off suspicion.

[[12. Requests of informant to help defend others]

a. If a security informant is requested by the Communist Party, communists being prosecuted by the Government, or by other interested parties to assist in the preparation of the defense in subversive-type cases or receives assignment where such information is readily available, informant should tactfully decline such assignments.

b. Any such request received by informant should be reported immediately to the contacting Agent and made a matter of record.

c. If the informant cannot avoid becoming involved, he should be instructed not to report to the contacting Agent any information pertaining to defense plans or strategy.

d. Any such incident must be reported promptly to the Bureau.

G. INFORMANTS' INFORMATION

[1. General instructions[re oral and written information]

a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.

b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.

c. They should be submitted as quickly as possible after a meeting or activity.

d. Written statements should be submitted whenever possible, but if such
[cannot be done information may be provided orally. [In espionage and
[foreign nationality matters written statements are usually necessary
[only in those instances involving possible future prosecution. (In
[the majority of cases diplomats or officials who are not subject to
[prosecution are involved.)]

e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.

f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will thus be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

h. See subsection M for instructions regarding filing informant statements.

[2. Recording[written and oral information]

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.

(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

(3) Prepare on paper devoid of any Bureau markings or identification.

(4) Date when informant prepares statement should be placed at the top of it.

(5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

NW 88321 DocId:32989529 Page 1394

(6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.

(7) Informant should identify each page at the bottom by affixing his code name. Any corrections, erasures, changes, or additions should be identified [by informant affixing his code name or the initials of his code name.]

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.

(12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:

(a) Any reference concerning the Director and the Bureau

(b) References to other documents and statements submitted by the informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:

(a) Any reference concerning the Director and the Bureau

(b) References to other documents and statements submitted by the informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent to informant.

These data should be recorded in memorandum form for the informant file.

(2) Prepare on paper devoid of any Bureau markings or identification.

(3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.

(4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.

(5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

NW 88321 DocId:32989529 Page 1395

(6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.

(7) Informant should identify each page at the bottom by affixing his code name. Any corrections, erasures, changes, or additions should be similarly identified.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.

(12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:

(a) Any reference concerning the Director and the Bureau

(b) References to other documents and statements submitted by the informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:

(a) Any reference concerning the Director and the Bureau

(b) References to other documents and statements submitted by the informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

(2) Prepare on paper devoid of any Bureau markings or identification.

(3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.

(4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.

(5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

NW 88321 DocId:32989529 Page 1396

(6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
(7) Informant should identify each page at the bottom by affixing his code name or code symbol (not his permanent symbol number or true name). Any corrections, erasures, changes, or additions should be similarly identified.
(8) Agents' names should never appear on any page.
(9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.
(12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
   (a) Any reference concerning the Director and the Bureau
   (b) References to other documents and statements submitted by the informant
   (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

   These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant
(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
   (a) Any reference concerning the Director and the Bureau
   (b) References to other documents and statements submitted by the informant
   (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

   These data should be recorded in memorandum form for the informant file.
(2) Prepare on paper devoid of any Bureau markings or identification.
(3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
(4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
(5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name or code symbol on each page. [In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.]

NW 88321 DocId:32989529 Page 1397

(6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).

(7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

3. Transmission of information
   a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
   b. They should never be mailed to field office or resident agency.
   c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
   d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
   e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
   f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
   g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
   h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

4. Handling of lead information
   a. All lead information obtained from informant must be run out to a logical conclusion.
   b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
   c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

5. Handling documentary material furnished by informants
   a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
   b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
   c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols etc., should be placed on documentary material by Agents or clerical personnel.

NW 88321 DocId:32989529 Page 1398

(6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).

(7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

3. Transmission of information
   a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
   b. They should never be mailed to field office or resident agency.
   c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
   d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may [be] listed in post office directory.
   e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
   f. Envelope enclosing statement should [have] return address of another confidential post office box obtained under a fictitious name in the same manner as d.
   g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
   h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

4. Handling of lead information
   a. All lead information obtained from informant must be run out to a logical conclusion.
   b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
   c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

5. Handling documentary material furnished by informants
   a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
   b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
   c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

(6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).

(7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

3. Transmission[of information]

a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.

b. They should never be mailed to field office or resident agency.

c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.

e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.

f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.

g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.

h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

4. Handling of lead information

a. All lead information obtained from informant must be run out to a logical conclusion.

b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.

c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

5. [Handling documentary]material furnished[by informants]

a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name or code symbol (not his true name or his permanent symbol number).

b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

d. All such material should be transmitted in the same manner as statements furnished by informant.
e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS
1. Carefully handle and create basis for acquisition
a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass
Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority
Bureau authority must be obtained to pass any information in a double agent operation except:
a. Newspaper articles
b. Magazine articles
c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
b. Such material should be appropriately identified by the double agent.
c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
e. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

I. SYMBOLS
1. Assigning numbers
a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a symbol number is assigned, it must not be subsequently reassigned[to any other security, racial, or criminal informant or source or confidential technique.]
b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
e. Bureau should be advised of this cover name in addition to the permanent symbol.

NW 88321 DocId:32989529 Page 1401

d. All such material should be transmitted in the same manner as statements furnished by informant.
e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition
   a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
   b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
   c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass
   Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority
   Bureau authority must be obtained to pass any information in a double agent operation except:
   a. Newspaper articles
   b. Magazine articles
   c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
   a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
   b. Such material should be appropriately identified by the double agent.
   c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
   d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
   e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

I. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a symbol number is assigned, it must not subsequently be reassigned to another[individual.]
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
   e. Bureau should be advised of this cover name in addition to the permanent symbol.

NW 88321 DocId:32989529 Page 1402

d. All such material should be transmitted in the same manner as statements furnished by informant.
e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS
1. Carefully handle and create basis for acquisition
   a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
   b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
   c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass
   Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority
   Bureau authority must be obtained to pass any information in a double agent operation except:
   a. Newspaper articles
   b. Magazine articles
   c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
   a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
   b. Such material should be appropriately identified by the double agent.
   c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
   d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
   e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

I. SYMBOLS
1. Assigning numbers
   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. [Once a symbol number is assigned, it must not subsequently be reassigned to another informant.]
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
   e. Bureau should be advised of this cover name in addition to the permanent symbol.

NW 88321 DocId:32989529 Page 1403

d. All such material should be transmitted in the same manner as statements furnished by informant.
e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

[H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition
   a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
   b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
   c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass
   Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority
   Bureau authority must be obtained to pass any information in a double agent operation except:
   a. Newspaper articles
   b. Magazine articles
   c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
   a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
   b. Such material should be appropriately identified by the double agent.
   c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
   d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
   e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.]

I. SYMBOLS

1. [Assigning numbers]
   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised.
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. An additional cover name or number should be used by informant in signing his statements and in communications between the informant and the field office.
   e. Bureau should be advised of this cover name or number in addition to the permanent symbol.

NW 88321 DocId:32989529 Page 1404

2. Communications - use of symbols
   a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, the same procedure is to be followed.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
      (3) If an informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
   f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
   h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
   i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
   j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

J. INDEXING
   1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
   2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES
   1. Alphabetical name index and symbol number index
      a. Alphabetical name index
         (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
         (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1405

2. Communications - use of symbols
   a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, the same procedure is to be followed.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
      (3) If an informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
   f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
   h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
   i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
   j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

J. INDEXING
1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES
1. Alphabetical name index and symbol number index
   a. Alphabetical name index
      (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
      (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1406

2. Communications - use of symbols
   a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, the same procedure is to be followed.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
      (3) If an informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
   f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
   h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
   i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
   j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

J. INDEXING
1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES
1. Alphabetical name index and symbol number index
   a. Alphabetical name index
      (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
      (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1407

[2. Communications - use of symbols]
  a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
  b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
  c. In communications between offices, the same procedure is to be followed.
  [d. Informants and sources entering another division]
    (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
    (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
    (3) If an informant is transferred to another office and remains active, his identity must still be protected.
  e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
  f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
  g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
  h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
  i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
  [j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.]

J. INDEXING
  1. True names and aliases of all informants, as well as the cover name or number assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
  2. These index cards should[show]the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES
  1. Alphabetical name index and symbol number index
    a. Alphabetical name index
      (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
      (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1408

b. Symbol number index
   (1) The same official as set out in 1a (1) above is to maintain the symbol number index. This index shall contain a card for each individual to whom a symbol number has been assigned.
   (2) File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind the numerical symbol index.

c. The above indices (alphabetical name index and symbol number index) shall not be available for review by Agents seeking informant help in connection with their cases.

d. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by the official having custody of the cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of his activities and type of information he furnishes.

2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for the use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index is maintained, a separate index card is to be prepared on each informant and source that has been furnished.
   c. These cards should contain brief background data, together with the identity of the Bureau communication which contains the complete background data.
   d. File these cards alphabetically by name and symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index
   a. An Agents' informative index may be maintained by the same official as set out in 1a (1) above for the use of Agents on the type of informant coverage in the division.
   b. File these cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location there should be a guide card indicating the type of information which can be furnished, such as Communist Party, Civil Rights Congress, Polish Activity, etc.
   d. On this guide card set forth the symbol numbers of the informants and confidential sources who can provide this coverage.
   e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
   f. When an individual can provide more than one type of information, his symbol or identity (if a potential informant, confidential source, panel source, or source of information without a permanent symbol) should be set forth on as many guide cards as he may provide types of information.
   [g. These guide cards should[show]the above data and it is permissible to place alongside the name or symbol number, as the case may be, the names of the contacting Agents to whom a request may be made for a specific check with the individual.
   h. Also, there may be set forth on these guide cards symbol numbers of informants who move outside a division and who still may be excellent sources regarding past activities. They should be declassified from informants to confidential sources or sources of information. If any such individual has moved from a division and is being utilized by the division to which he has moved and has received a symbol number from the latter division, such designation should be indicated on the guide card.
   i. The names or symbol numbers, as the case may be, of individuals contained in the index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on the appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1409

[4. [Currency and security]
All indices shall be maintained in a current status at all times in a manner which provides tight security of the information and yet makes it easily available to Agents having a need thereof.

L. INDEX CARDS

1. Index cards (3 by 5 inches) for the alphabetical name index shall be prepared as follows:

Name: (Informant, potential informant, or confidential source) — Symbol No: — File No:
Residence:
Telephone Number:
Business:
Telephone Number:
Type of Information:

Contacting Agent:
Alternate Agent:

2. Index cards (3 by 5 inches) for the symbol number index shall be prepared as follows:

Symbol: (Informant, potential informant, or confidential source) — File No:

Name:

3. Contacts with informants should not be posted on index cards since this information is[shown]in the informant's administrative file.

M. INFORMANT FILES

[1.[Opening]
a. When active investigation is initiated relative to an individual who has potential as an informant or confidential source and he is not the subject of a security-type file, a 134 classification file should be opened and maintained in a pending status until efforts to develop the subject are discontinued.
b. If an individual is the subject of a security case and after being interviewed with Bureau authority he indicates he is cooperative and has potentiality as an informant, a 134 file should be opened and maintained in a pending status while under development as a potential informant.
[[In espionage and foreign nationality matters the existing file may
[be used rather than opening a new 134 file if this is practical and
[will reduce paper work.]
c. Individual files on all active informants should be maintained and carried as pending active files.

[2. [Monthly administrative report]
Files on potential informants and informants shall be included in the tabulations and calculations of delinquencies in the monthly administrative report.

[3. [Assignment and tickler cards]
a. Assignment and tickler cards should be maintained.
b. The true name of informant is not to appear on the assignment and tickler cards.

NW 88321 DocId:32989529 Page 1410

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
   From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
   Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1411

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of following submission of reports in security cases
   For instructions concerning the destruction of channelizing memoranda in security cases following submission of reports, see[Manual of Rules and Regulations.]
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1412

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

[6. *Channelizing memoranda - destruction of following submission of reports in security cases*
   For instructions concerning the destruction of channelizing memoranda in security cases following submission of reports, see volume III, section 87D, item 7g, of this manual.]
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1413

4. [Subfiles]
   a. A subfile is required on each informant who submits statements, written or oral,[except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution.] The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. [Channelization]
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

6. [Dissemination of information]
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions[showing]the subject matter of the information.

7. [Correspondence]
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

8. [Maintenance of files]
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

9. [Use of informant by Department - filing correspondence re]
   From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence[showing]this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

10. [Form FD-238]
   Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1414

document in t[illegible] pertinent informant file and [illegible]not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[[12.] Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Expenditures for gifts to informants will not be approved as blue slip items.
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible:
      "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[[12.] Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Expenditures for gifts to informants will not be approved as blue slip items.
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
          (Use following wording as nearly as possible:
          "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1416

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[[12.] Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Expenditures for gifts to informants will not be approved as blue slip items.
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regar.`ng payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible:
      "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1417

document in the pertinent informant file and is not to be serialized.
[If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.]

11. [Bulky material submitted by informant]
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

[N. PAYMENTS[TO INFORMANTS AND HANDLING MONEY RECEIVED]

1. [No gifts to informants]
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Expenditures for gifts to informants will not be approved as blue slip items.
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. [SAC authority to pay informants]
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.

3. [Payments on continuing basis - Bureau authority]
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings[shown.] [(In espionage and foreign nationality matters, use subheadings where applicable.)]
      (1) Recommendation
      (Use following wording as nearly as possible:
      "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1418

(2) Residence and employment (If no change since last justification letter, merely state "no change.")

(3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]

(4) Summary of information furnished and/or services rendered during pertinent period

(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)

(6) Type and number of meetings attended and other activity

(7) Number of written and oral statements submitted (List separately.)

(8) Information furnished of unusual value

(9) Approximate number of persons on whom informant furnished coverage and their importance

(10) Steps being taken to advance informant

(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)

(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)

(13) All necessary action taken on information furnished

(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1419

8 1/2 x 11

(2) Residence and employment (If no change since last justification letter, merely state "no change.")

[(3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]

(4) Summary of information furnished and/or services rendered during pertinent period

(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)

(6) Type and number of meetings attended and other activity

(7) Number of written and oral statements submitted (List separately.)

(8) Information furnished of unusual value

(9) Approximate number of persons on whom informant furnished coverage and their importance

(10) Steps being taken to advance informant

(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)

(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)

(13) All necessary action taken on information furnished

(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letter requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1421

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month
(Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted
(List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Steps being taken to advance informant
(11) Stability and reliability
(Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure
(State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous
(Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1422

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership in subversive organizations
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month
(Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted
(List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
[(10) [Steps being taken to advance informant]
(11) Stability and reliability
(Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure
(State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous
(Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
f. In order for this system to function properly, payment letters must be explicit.
g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1423

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership in subversive organizations
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Informant's potential for advancement
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

[e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

[h. [Discontinuance of payments]
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

[i. [Extraordinary expenses]
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1424

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   [b.] Bureau income should be set forth under item 5 on page one of the Federal income tax return, form 1040, and explained under part V,[3,] schedule B, of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   [c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.]

NW 88321 DocId:32989529 Page 1425

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such correctio[illegible] must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. [illegible]e staples should be placed in such a manner that the date or othe[illegible] data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Since all informants are considered independent contractors, [illegible] they receive from the Bureau is self-employment income but, si[illegible] Bureau does not consider their activity as the carrying on of [illegible] or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
   c. The informant's own personal situation, however, should be taken into consideration as he may receive income from oth[illegible] sources as an independent contractor which would require the deduc[illegible]ion of self-employment tax, regardless of any Bureau income he may receive.
   d. In considering the filing of a tax on self-employment income, such a return is based upon [illegible]et earnings from self-employment of $400 or more. If an inform[illegible] receives less than $400 from the Bureau and has no other self-[illegible]loyment income, this money in any event is not subject to the [illegible]f-employment tax. If the inf[illegible]mant receives $4800 or more fro[illegible] outside employment subject [illegible] Social Security tax, again the self-employment tax requireme[illegible] do not apply.
   e. Bureau income should be set forth under item[5]on p[illegible]e of the Federal income tax return, form 1040, and explained [illegible]r[part [illegible] schedule B,]of the return as income received from ot[illegible] sources [illegible]r personal services rendered through a private enterpri[illegible] or simil[illegible] general term applicable to informant's position and station in life.

NW 88321 DocId:32989529 Page 1426

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. [If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.]
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. [Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.]
   [e.] When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
   c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
   d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of $400 or more. If an informant receives less than $400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives $4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
   e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

NW 88321 DocId:32989529 Page 1427

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation [of SAC regarding continuance of informant should also be set forth[UACB.] In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
   c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
   d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of $400 or more. If an informant receives less than $400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives $4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
   e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

NW 88321 DocId:32989529 Page 1428

[4. [Four-month evaluation of informants not paid on Bureau authority]
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth.
[[In espionage and foreign nationality cases comment is necessary regarding
[only those applicable items in subsection 3b.]

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
   c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
   d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of $400 or more. If an informant receives less than $400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant re-
[ceives[$4800]or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
   e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

f. If the informant receives from outside employment less than $4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and $4800.

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

[h. When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.]

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

NW 88321 DocId:32989529 Page 1430

f. If the informant receives from outside employment less than $4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and $4800.

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department[a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the[Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. [Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

NW 88321 DocId:32989529 Page 1431

f. If the informant receives from outside employment less than $4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and $4800.

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department[a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the[Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. [Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

NW 88321 DocId:32989529 Page 1432

f. If the informant receives from outside employment less than $4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and $4800.

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department[a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the[Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. [Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

NW 88321 DocId:32989529 Page 1433

[f. If the informant receives from outside employment less than[$4800,] all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received [from regular employment and[$4800.]

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department tabulations of payments made to such prospective witnesses. The office handling prosecution must determine from the departmental attorneys what individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

NW 88321 DocId:32989529 Page 1434

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents
   a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
   b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

   Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

   Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents
   a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
   b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under[Bureau authority (not SAC authority)]for services or expenses. If[the]confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants[not paid under Bureau authority.]
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

   Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

   Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1436

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents
   a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
   b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

   Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

   Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1437

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

[9. Handling money and property received by double agents

a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.

b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name or number.

c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.

d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.]

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

   Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

   Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1438

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates	
Albany	January 15 and	July 15
Albuquerque	"	"
Anchorage	"	"
Atlanta	"	"
Baltimore	January 31 and	July 31
Birmingham	"	"
Boston	"	"
Buffalo	"	"
Butte	February 15 and	August 15
Charlotte	"	"
Chicago	"	"
Cincinnati	"	"
Cleveland	February 28 and	August 31
Dallas	"	"
Denver	"	"
Detroit	"	"
El Paso	March 15 and	September 15
Honolulu	"	"
Houston	"	"
Indianapolis	"	"
[Jackson	"	"]
Jacksonville	"	"
Kansas City	March 31 and	September 30
Knoxville	"	"
Las Vegas	"	"
Little Rock	"	"
Los Angeles	"	"
Louisville	April 15 and	October 15
Memphis	"	"
Miami	"	"
Milwaukee	"	"
Minneapolis	April 30 and	October 31
Mobile	"	"
Newark	"	"
New Haven	"	"
New Orleans	May 15 and	November 15
New York	"	"
Norfolk	"	"
Oklahoma City	"	"
Omaha	"	"
Philadelphia	May 31 and	November 30
Phoenix	"	"
Pittsburgh	"	"
Portland	"	"
Richmond	"	"
St. Louis	June 15 and	December 15
Salt Lake City	"	"
San Antonio	"	"
San Diego	"	"
San Francisco	"	"
San Juan	June 30 and	December 31
Savannah	"	"
Seattle	"	"
Springfield	"	"
Tampa	"	"
Washington, D. C.	"	"

NW 88321 DocId:32989529 Page 1439

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates	
Albany	January 15 and	July 15
Albuquerque	"	"
Anchorage	"	"
Atlanta	"	"
Baltimore	January 31 and	July 31
Birmingham	"	"
Boston	"	"
Buffalo	"	"
Butte	February 15 and	August 15
Charlotte	"	"
Chicago	"	"
Cincinnati	"	"
Cleveland	February 28 and	August 31
Dallas	"	"
Denver	"	"
Detroit	"	"
El Paso	March 15 and	September 15
Honolulu	"	"
Houston	"	"
Indianapolis	"	"
Jacksonville	"	"
Kansas City	March 31 and	September 30
Knoxville	"	"
[Las Vegas	"	"]
Little Rock	"	"
Los Angeles	"	"
Louisville	April 15 and	October 15
Memphis	"	"
Miami	"	"
Milwaukee	"	"
Minneapolis	April 30 and	October 31
Mobile	"	"
Newark	"	"
New Haven	"	"
New Orleans	May 15 and	November 15
New York	"	"
Norfolk	"	"
Oklahoma City	"	"
Omaha	"	"
Philadelphia	May 31 and	November 30
Phoenix	"	"
Pittsburgh	"	"
Portland	"	"
Richmond	"	"
St. Louis	June 15 and	December 15
Salt Lake City	"	"
San Antonio	"	"
San Diego	"	"
San Francisco	"	"
San Juan	June 30 and	December 31
Savannah	"	"
Seattle	"	"
Springfield	"	"
Tampa	"	"
Washington, D. C.	"	"

NW 88321 DocId:32989529 Page 1440

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
[[Las Vegas	" "]
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1441

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
[Las Vegas	" "]
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1442

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates	
Albany	January 15 and	July 15
Albuquerque	"	"
Anchorage	"	"
Atlanta	"	"
Baltimore	January 31 and	July 31
Birmingham	"	"
Boston	"	"
Buffalo	"	"
Butte	February 15 and	August 15
Charlotte	"	"
Chicago	"	"
Cincinnati	"	"
Cleveland	February 28 and	August 31
Dallas	"	"
Denver	"	"
Detroit	"	"
El Paso	March 15 and	September 15
Honolulu	"	"
Houston	"	"
Indianapolis	"	"
Jacksonville	"	"
Kansas City	March 31 and	September 30
Knoxville	"	"
Little Rock	"	"
Los Angeles	"	"
Louisville	April 15 and	October 15
Memphis	"	"
Miami	"	"
Milwaukee	"	"
Minneapolis	April 30 and	October 31
Mobile	"	"
Newark	"	"
New Haven	"	"
New Orleans	May 15 and	November 15
New York	"	"
Norfolk	"	"
Oklahoma City	"	"
Omaha	"	"
Philadelphia	May 31 and	November 30
Phoenix	"	"
Pittsburgh	"	"
Portland	"	"
Richmond	"	"
St. Louis	June 15 and	December 15
Salt Lake City	"	"
San Antonio	"	"
San Diego	"	"
San Francisco	"	"
San Juan	June 30 and	December 31
Savannah	"	"
Seattle	"	"
Springfield	"	"
[Tampa	"	"]
Washington, D. C.	"	"

NW 88321 DocId:32989529 Page 1443

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates	
Albany	January 15 and	July 15
Albuquerque	"	"
Anchorage	"	"
Atlanta	"	"
Baltimore	January 31 and	July 31
Birmingham	"	"
Boston	"	"
Buffalo	"	"
Butte	February 15 and	August 15
Charlotte	"	"
Chicago	"	"
Cincinnati	"	"
Cleveland	February 28 and	August 31
Dallas	"	"
Denver	"	"
Detroit	"	"
El Paso	March 15 and	September 15
Honolulu	"	"
Houston	"	"
Indianapolis	"	"
Jacksonville	"	"
Kansas City	March 31 and	September 30
Knoxville	"	"
Little Rock	"	"
Los Angeles	"	"
Louisville	April 15 and	October 15
Memphis	"	"
Miami	"	"
Milwaukee	"	"
Minneapolis	April 30 and	October 31
Mobile	"	"
Newark	"	"
New Haven	"	"
New Orleans	May 15 and	November 15
New York	"	"
Norfolk	"	"
Oklahoma City	"	"
Omaha	"	"
Philadelphia	May 31 and	November 30
Phoenix	"	"
Pittsburgh	"	"
Portland	"	"
Richmond	"	"
St. Louis	June 15 and	December 15
Salt Lake City	"	"
San Antonio	"	"
San Diego	"	"
San Francisco	"	"
San Juan	June 30 and	December 31
Savannah	"	"
Seattle	"	"
Springfield	"	"
Washington, D. C.	"	"

NW 88321 DocId:32989529 Page 1444

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. [Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1445

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1446

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.

[4. Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the infc- ant further when he becomes available, advise the Bureau in each suc substantive case, except in those cases in which it is obvious the s. of limitations has run or the case has been adjudicated. This except... does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1447

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1448

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
[
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in
[compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1449

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card ["cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in [compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1450

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1451

such activities, the Bureau will consider placing him in contact with a reliable publisher, but it must be made clear to the informant that the Bureau will not sponsor or endorse any book or publication which he elects to write.

9. All payments to discontinued security informants and confidential sources must be made on a strict c.o.d. basis. Obtain Bureau authority before making any such payments. In requesting Bureau authority for payments of this type, submit complete details as to the information furnished by the discontinued informant or source in the past and what is to be expected of the informant or source in the future.
10. Once an informant is exposed in any manner whatsoever he is no longer to be carried as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
11. When an office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to the office which originally handled the informant so that the file of the ex-informant will be as complete as possible.
12. When an informant has been discontinued for cause, such as unreliability, he should not be contacted in the future for information. If such an individual furnishes information it should be accepted, but in setting out the information in reports or communications use the individual's true name, together with an appropriate description of his reliability.
[13. Remove flash notice per section F,[6.]
14. Repeated use of the same discontinued informant as a witness at security trials and hearings should be avoided. Make an all-out effort to develop witnesses who can furnish the same testimony as that expected of previously used witnesses. Advise Bureau of any indication by Government attorneys that an informant-witness who has previously testified will be called upon for testimony at a subsequent trial or hearing and furnish your comments concerning possibility of supplanting the testimony of individual involved. Submit communication under appropriate case character.
15. Every effort should be made to prevent a discontinued informant from becoming involved in situations which may prove embarrassing to informant or the Government. Immediately after he testifies for the first time, a serious talk should be had with informant by the SAC in the presence of the Agent who handled the informant. This interview should be conducted in the field office and informant told that:
    a. He will no longer be operated by the Bureau
    b. Since he is a public figure, he will probably be contacted by representatives of the press, radio, and television for interviews and appearances
    c. He may be sought as a witness by congressional committees, by the Immigration and Naturalization Service, and by state authorities
    d. (Firmly stress.) In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish the statements, for if he does so he will wind up in serious trouble.

Advise Bureau results of such interview and comment on its possible effectiveness.

NW 88321 DocId:32989529 Page 1452

5. Utilization
   a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confid ntial source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. [One of the required copies of the letter requesting a thority to use a subject as a confidential source should consist c f the first page of the letter.] If the request is approved at t ureau, a stamped notation will be placed on the[single-page]co and[it will be]returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background informa on obtained.
6. Security and racial confidential sources - certification of stab y and payments
   a. Every four months a letter of justificati should be submi the Bureau requesting continuation of pay ts to securit al confidential sources. See 107N, 3b, for f rm of letter.
   b. If the security or racial source is not being paid on Bur thorization and is being used regularly, t Agent handling the s must dictate a memor m to the SAC for he file containing the same certification as o stability and reliability as required by payment letters.
7. Gifts
   Gifts to sources shall not be reclaimed as blue slip items.
8. Discontinuance
   Advise Bureau when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1453

Be alert to the possibilities of former informant being contacted by representatives of publicity media and as a witness by congressional committees, INS, and state authorities. It will be the SAC's responsibility to know when a former informant is scheduled or is likely to appear at a hearing or make a public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above set forth reiterated by Agent who handled the informant. Emphasize to former informant that he must stick to the truth and make certain he can back up what he says, and if there is any deviation he will be subjected to harassment, criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as a Government witness in a case which has not been finally adjudicated and decides in the affirmative, he should contact the USA for instructions. Advise Bureau of any such situations and the results of any interviews conducted.

R. FURNISHING OF INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS conducts investigations of alien communists as required under the Immigration Act of 10-16-18, as amended. INS, in order to enforce this statute, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own cases and interests to make available information and witnesses where possible.
3. In this regard, if contacted by INS inquiring for informants and you have a discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to the Bureau, together with your recommendation.
4. The Bureau will then review all of the facts concerning such informant and advise as to whether or not his identity may be disclosed to INS.
5. Exercise care in recommending informants for disclosure to INS so that you will not find yourself without proper coverage.
6. Before any informant is turned over to INS, obtain informant's permission.

[S. CORRECTIVE ACTION[ON FALSE INFORMATION]

1. When it is determined that an informant or ex-informant furnished false information while an informant, advise Bureau by airmail of complete facts.
2. Set forth your suggestion relative to wording to be used in describing the informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with a review of all data furnished by the individual and label information from him accordingly.
4. All communications containing information from the informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify the cases individually by title and character, together with dates of communications containing the information.
6. If information was used in reports, corrective letters should be crystal clear and refer to the specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by the Bureau in accordance with part II, section 4, of the Manual of Rules and Regulations; corrective action should be called to the attention of other Bureau offices, outside agencies, and Bureau by letter.

NW 88321 DocId:32989529 Page 1454

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES
1. Definition
See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1455

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security,[racial,]and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, [racial informant index,]or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index,[racial informant index,]and the security informant index if the source furnishes information of value in[these] types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1456

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security,[racial,]and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, [racial informant index,]or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index,[racial informant index,]and the security informant index if the source furnishes information of value in[these] types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1457

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
   a. Index cards [on form FD-348] like those prepared for informants mu[illegible] be made up and filed as an adjunct to the criminal informant inde[illegible] or the security informant index, depending on the type of informat[illegible]n furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files
   When active investigation is initiated relative to an individual wh[illegible] has potential as a security confidential source, a 134 classific[illegible] file should be opened and maintained in a pending status until [illegible] to develop the individual are discontinued. The same procedur[illegible] [illegible] be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1458

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES
1. Definition
See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
   a. Index cards [on form FD-348] like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1459

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition

[[See page 3 of this section.]

2. Assignment of symbols

a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.

b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.

c. The abbreviation "CS" may be used in intra-Bureau communications
[for confidential source. [Communications relating to espionage and
[foreign nationality matters should in addition have a character
[indicating the country involved; e.g.,]IS - R for Russia.]

d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.

e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.

3. Index

a. Index cards (3 by 5 inches) like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.

b. The symbol index is handled similarly to the symbol index on informants.

c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.

4. Files

When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1460

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
[[See page 3 of this section.]
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications
[for confidential source. [Communications relating to espionage and
[foreign nationality matters should in addition have a character
[indicating the country involved; e.g.,]IS - R for Russia.]
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY--000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
   a. Index cards (3 by 5 inches) like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files

When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1461

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau[of the date]when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1462

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

6. Security confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

7. Gifts

   Gifts should not be given to sources since such actions might be misconstrued.

8. Discontinuance

   Advise Bureau when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1463

5. Utilization
   a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

6. Security and racial confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
   b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

7. Gifts

[[Gifts should not be given to sources since such actions might be
[misconstrued.]

8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1464

5. Utilization
   a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. [One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter.] If the request is approved at the Bureau, a stamped notation will be placed on the[single-page]copy and[it will be]returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security and racial confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
   b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   Gifts to sources shall not be reclaimed as blue slip items.
8. Discontinuance
   Advise Bureau when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1465

5. Utilization
   a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
[b. [Except in espionage and foreign nationality matters in which the
[frequency of contact is dependent upon circumstances of the individual
[case,]confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. If such request is approved at the Bureau, a stamped notation is to be placed on the duplicate copy and this latter copy returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security and racial confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial
[confidential sources. See 107N,[3b,]for form of letter.
   b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   Gifts to sources shall not be reclaimed as blue slip items.
8. Discontinuance
   Advise Bureau when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1466

S.F. Phillips

SECTION 107

NATIONAL SECURITY INFORMATION
Unauthorized Disclosure
Subject to Criminal Sanctions

583
PART 1

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Data Processing Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

[1. Submit monthly letter (FD-451,451a) to Bureau. Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, panel sources, informative assets, and operational assets at the beginning and end of each month also showing the number added and deleted during the month
b. Number of Agents assigned exclusively to informant and source development
c. Money paid for services and expenses under SAC authority
d. Statistical accomplishments
e. Security informant accomplishments

NW 88321 DocId:32989529 Page 1468

[2. Submit quarterly letter (FD-451b) to Bureau. Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
   1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
   2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
   3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
   4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
   5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1469

DO NOT GIVE

"SECRET - NO FOREIGN DISSEMINATION"

23. Disinformation
The passage of deceptive information by an OA is a complex operation which requires detailed planning and coordination between field office and FBIHQ. This technique should be employed only in OA operations in which the foreign intelligence service has apparently accepted the bona fides of the OA, when the benefit will clearly outweigh the risk to the overall OA operation.

24. OA cover story
Be aware that a foreign intelligence principal may interrogate an OA in great detail as to how he secured his information, his family situation, his modus operandi, motivation, etc. Handling FBI SA must adequately prepare an OA for this probability. The most credible cover story is the one which involves the least fabrication.

Unless security or other considerations dictate otherwise, the OA should personally obtain the information he passes.

25. Receipt of money or property by OA
Impress upon each OA that money or property received from a foreign intelligence principal or agent must be turned over to the FBI since retention of this money would put the OA in technical violation of Federal statutes, and this money may be used as evidence or exhibit. Compensation to the OA from the FBI for his cooperation is to be handled separately. Nominal or personal gifts, necessary for the OA's security and to maintain his relationship with the principal, may be given back to the OA by his handling FBI SA, following FBIHQ approval. Consider the desirability and feasibility of obtaining a signed statement from each OA reflecting his understanding of this requirement. The obtaining of such a statement is not mandatory, but desirable.

Department attorneys have advised that, while it is not necessary to preserve that actual currency received by an OA, it is highly desirable to do so in cases in which prosecution could ensue. Whether or not the actual currency is retained, obtain a written statement from the OA describing the currency received by [type of note and issuing Federal Reserve Bank,] denomination, series number, and serial number; and also make an independent record of such currency.

The above instructions are not to be interpreted to require the impounding of funds paid to an OA by a foreign government or foreign intelligence service for goods or services rendered by the OA in legitimate, business transactions.

26. Payments to FCI assets - either OA or IA
   a. When deemed necessary and expedient, each SAC is authorized to expend up to $400 to develop FCI assets. This money may be used to pay for services and/or expenses. This authority is renewable by FBIHQ if the initial $400 has been expended. Blue slip reclaiming payments from FBIHQ need not summarize information obtained since proliferation of this information could possibly jeopardize asset's security.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1471

"SECRET - NO FOREIGN DISSEMINATION"

b. FBIHQ authority
   (1) If FCI asset is of such continuing value to justify regular payments, such payments must be approved by FBIHQ.
   (2) When initially requesting regular payment, submit evaluation via coded "Nitel" in the following order:
      (a) Amount paid to date, broken down into expenses and services
      (b) Number of contacts with handling FBI SA since last evaluation
      (c) Evaluation of stability and reliability
      (d) Concise summary of most valuable information furnished since last evaluation
      (e) Miscellaneous - changes in personal status, residence, employment, personal problems, etc., since last evaluation
      (f) SAC recommendations for authority to pay asset for next six-month period; specify amount to be authorized for services and amount for expenses
   (3) Continuation request should be made two weeks in advance of expiration of authority.
   (4) Submit an interim request for increase in regular payments authorized via coded "Nitel," with full justification.

c. Receipts

When payments are made either on SAC authority or FBIHQ authority, obtain receipts whenever possible. If receipt cannot be obtained, set forth circumstances on blue slip at time reimbursement is claimed.
   (1) Receipts should be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
   (2) Receipts should show:
      (a) Date when payment was made
      (b) Period for which made when asset is paid on period basis
      (c) Total amount paid broken down into separate amounts for services and expenses
      (d) Name of FBI SA making payment
      (e) Signature of asset receiving money using pseudonym assigned
   (3) Receipts are not to be witnessed.
   (4) If necessary to make corrections on receipts, they must be initialed by asset and not by FBI SA.
   (5) When transmitting receipts and itemized statements of expenses to FBIHQ, staple them directly to blue slip so that all information on receipt can be read without detaching it from blue slip.

27. Evaluation of FCI assets

a. OA

Whether OA is paid (under either FBIHQ or SAC authority) or unpaid, submit coded "Nitel" every six months evaluating OA according to the format of 26. b. (2). [If the OA is unpaid, submit six-month evaluation and request for continued utilization, if appropriate, on UACB basis.] If the OA has been paid during the preceding six-month period, merely set out the amount paid during that period (under 26. b. (2) (a)).

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1472

4. Contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401)concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY
1. Development of military personnel
Do not develop informants among active duty military personnel.
2. Contacts by designated Agents
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.
[6. All pending informant files are to be reviewed personally by appropriate supervisory personnel on a regular periodic basis not to exceed 60 days. This review must include the informant's file and its subfiles.]

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS
1. Caution against divulging relationship
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1473

4. Contacts by Agents
   [a. Informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. [
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1474

TABLE OF CONTENTS

[[PART I. INTERNAL SECURITY INFORMANTS AND CONFIDENTIAL SOURCES]

NW 88321 DocId:32989529 Page 1475

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1476

TABLE OF CONTENTS

"SECRET - NO FOREIGN DISSEMINATION"

[[PART II. FOREIGN COUNTERINTELLIGENCE (FCI) ASSETS

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1477

PART I

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
[3. [Deleted]
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1478

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.
5. Review armed services record if applicable. FD-356 must be used in any routine check pertaining to informants making sure all references, such as symbol number, which would tend to identify individual as an informant are deleted.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
[8. [Deleted]

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS
1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1479

e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.

3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1480

[4. Contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401)concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
Do not develop informants among active duty military personnel.
2. Contacts by designated Agents
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1481

4. Contacts by Agents
   a. Informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1482

d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation

a. Close control must be exercised over activities of informants to obtain maximum results and prevent any possible embarrassment to Bureau.

b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant, advise Bureau of complete details. SAC and Agent handling informant should determine appropriate time in informant's operation when statement should be completed.

> I, ________, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) ________ ____________

Witnessed: ________________

8. Execution of party questionnaires

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeoparidze their position as informants. If necessary, each item in questionnaire should be discussed with informant.

9. Informant's activity in organizations

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

NW 88321 DocId:32989529 Page 1483

10. Transfer of informants to other areas
    a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
    b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
    a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
    b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
    c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
    a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
    b. Such requests should be reported immediately to contacting Agent and made matter of record.
    c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
    d. Promptly report any such incident to Bureau.
    e. If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.
13. Preparation for testifying
    Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
    a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
    b. Specific instructions must be given to informants concerning preparation of statements containing their information.
    c. They should be submitted as quickly as possible after meeting or activity.
    [d. Written statements should be submitted when possible.
    e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
    f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. In those instances in which an informant reports that an individual attended a meeting but took no active part therein and/or

NW 88321 DocId:32989529 Page 1484

nothing transpired of potential prosecutive value with respect to the individual, FD-306 should list the substantive case file number or should list subject's name and it will not be necessary to staple a copy of the informant's statement to FD-306. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information
   a. Written by informant
      (1) May be in handwriting or hand printing of informant or typed.
      (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
      (3) Prepare on paper devoid of any Bureau markings or identification.
      (4) Date when informant prepares statement should be placed at top of statement.
      (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
      (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
      (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
      (8) Agents' names should never appear on any page.
      (9) Informant should refer to himself in body of statement by his true name and use third person.
      (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
      (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
      (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
         (a) Any reference concerning Director and Bureau
         (b) References to other documents and statements submitted by informant

NW 88321 DocId:32989529 Page 1485

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

(2) Prepare on paper devoid of Bureau markings or identification.

(3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

NW 88321 DocId:32989529 Page 1486

(4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
(5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page.
(6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
(7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information
   a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
   b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
   c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
   d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
   e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information
   a. All lead information obtained from informant must be run out to logical conclusion.
   b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants
   a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
   b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
   c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
   d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

NW 88321 DocId:32989529 Page 1487

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants. Upon assigning a symbol number, Bureau should be immediately advised by secure teletype of the symbol number, informant's true name, available background information, and cover name, if assigned, for indexing purposes.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to extremist, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-E).
   g. An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial one, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial secure teletype to interested office by true name and symbol number if necessary for other division to know identity. Such a teletype should not be routed to a Resident Agency. Office receiving such teletype should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be canceled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not used, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e.,[Subversive]Matter - Students for a Democratic Society or SM - SDS,[Subversive]Matter - Young Socialist Alliance or SM - YSA,[Subversive]Matter -[Communist Party, USA]or SM -[CPUSA,]etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

NW 88321 DocId:32989529 Page 1488

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, security confidential sources,[informative assets, and operational assets.] This is to be known as alphabetical name index. File cards in alphabetical order.
   b. Symbol number index
      This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
   c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
   d. Index cards
      Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

      Symbol: File No:
      (Informant, potential informant, confidential source,[informative asset, or operational asset)]

      Name:

   e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index maintained, separate index card is to be prepared on each informant and source included.
   c. Cards should contain brief background data and identity of Bureau communication showing background data.
   d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
   a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
   b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
   d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
   e. Deleted.
   f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
   g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
   h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
   i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1489

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to [follow informant development.
   c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of informant, potential informant, panel source or confidential source on such cards.
4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral. [File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.
7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1490

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.

10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.

11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS

1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
   e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.
3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group. If position identifies informant, submit separately by secure teletype (nitel).
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1491

(4) Number of statements submitted
Combine total number of oral and written statements submitted and show only total number.

(5) Stability and reliability
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."

(6) Indoctrination against disclosure
If informant has been indoctrinated against disclosure, check positive box.

(7) Percentage of information verified
Show percentage of information furnished by informant which has been verified through other sources.

(8) All necessary action taken on information furnished
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."

(9) Summary of information furnished
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.

(10) Miscellaneous
Furnish any change in informant's residence and employment by secure teletype (nitel), steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.

c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.

d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.

e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.

f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.

g. Discontinuance of payments
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.

h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of
[informant should also be set forth UACB.

5. Receipts
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

NW 88321 DocId:32989529 Page 1492

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
b. Receipts should clearly show:
(1) Date on which payment was made
(2) Period for which made when informant is paid on period basis
(3) Total amount paid broken down into separate amounts for services or expenses where pertinent
(4) Name of Agent making payment
(5) Signature of person receiving money
c. Receipts are not to be witnessed by another Agent.
d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.

6. Income tax returns
a. Advise informants who receive compensation for their services to the Bureau that such compensation must be reported as income when filing a Federal income tax form, and, where appropriate, state and local tax forms. Informants must be periodically advised of the above and complete details of any reported problem an informant has encountered with the taxing authorities are to be expeditiously furnished the Bureau.
b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.

7. Stipulation re payments made to witnesses
a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must
[furnish Department set of [reproduced copies] of original receipts signed by prospective witnesses. Original receipts and set of
[[reproduced copies] will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

NW 88321 DocId:32989529 Page 1493

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Data Processing Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, panel sources, [informative assets, and operational assets]at the beginning and end of each month also showing the number added and deleted during the month
b. Number of Agents assigned exclusively to informant and source development
c. Money paid for services and expenses under SAC authority
d. Statistical accomplishments
e. Security informant accomplishments

NW 88321 DocId:32989529 Page 1494

2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1495

O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "canceled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice per item F, 6, e of this section.
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

NW 88321 DocId:32989529 Page 1496

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
    a. He will no longer be operated by Bureau
    b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
    c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
    d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

    Advise Bureau results of such interview and comment on its possible effectiveness.

    Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.
15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)
1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

NW 88321 DocId:32989529 Page 1497

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by secure teletype (Nitel) giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   [c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS."
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1498

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
[b. Contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

NW 88321 DocId:32989529 Page 1499

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit secure teletype (Nitel) to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

[T. [DELETED]

NW 88321 DocId:32989529 Page 1500

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
2. Deleted
3. Responsibility for well-planned coverage
   Each office must have continuous and well-planned program to obtain necessary coverage at institutions of learning so that Bureau can fulfill its obligations. Care with which this must be done in no way lessens responsibility of each field office to have proper coverage.

V. CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1501

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
[Tampa	" "]
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1502

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1503

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.

2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of [reserve] index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

NW 88321 DocId:32989529 Page 1504

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.

[[16. Officials and employees of foreign establishments in the U. S.
[17. Employees of the United Nations Secretariat
[18. Contacts (business, social, or otherwise) of foreign officials stationed
[in the U. S.
[19. Individuals who because of background, employment, or social status are
[in a position of intelligence interest to a foreign principal and who
[will undertake intelligence assignments under the guidance of the
[Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)]

[C. INVESTIGATION OF POTENTIAL[SECURITY]INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of other informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1505

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

[9. Handling money and property received by double agents

a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.

b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name or number.

c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.

d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.]

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

   Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

   Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1506

f. If the informant receives from outside employment less than $4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and $4800.

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department[a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the[Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. [Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

NW 88321 DocId:32989529 Page 1507

such activities, the Bureau will consider placing him in contact with a reliable publisher, but it must be made clear to the informant that the Bureau will not sponsor or endorse any book or publication which he elects to write.

9. All payments to discontinued security informants and confidential sources must be made on a strict c.o.d. basis. Obtain Bureau authority before making any such payments. In requesting Bureau authority for payments of this type, submit complete details as to the information furnished by the discontinued informant or source in the past and what is to be expected of the informant or source in the future.

10. Once an informant is exposed in any manner whatsoever he is no longer to be carried as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.

11. When an office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to the office which originally handled the informant so that the file of the ex-informant will be as complete as possible.

12. When an informant has been discontinued for cause, such as unreliability, he should not be contacted in the future for information. If such an individual furnishes information it should be accepted, but in setting out the information in reports or communications use the individual's true name, together with an appropriate description of his reliability.

13. Remove flash notice per section F, 6.

14. Repeated use of the same discontinued informant as a witness at security trials and hearings should be avoided. Make an all-out effort to develop witnesses who can furnish the same testimony as that expected of previously used witnesses. Advise Bureau of any indication by Government attorneys that an informant-witness who has previously testified will be called upon for testimony at a subsequent trial or hearing and furnish your comments concerning possibility of supplanting the testimony of individual involved. Submit communication under appropriate case character.

15. Every effort should be made to prevent a discontinued informant from becoming involved in situations which may prove embarrassing to informant or the Government. Immediately after he testifies for the first time, a serious talk should be had with informant by the SAC in the presence of the Agent who handled the informant. This interview should be conducted in the field office and informant told that:

a. He will no longer be operated by the Bureau
b. Since he is a public figure, he will probably be contacted by representatives of the press, radio, and television for interviews and appearances
c. He may be sought as a witness by congressional committees, by the Immigration and Naturalization Service, and by state authorities
d. (Firmly stress.) In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish the statements, for if he does so he will wind up in serious trouble.

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to the possibilities of former informant being contacted by representatives of publicity media and as a witness by congressional committees, INS, and state authorities. It will be the SAC's responsibility to know when a former informant is scheduled or is likely to appear at a hearing or make a public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above set forth reiterated by Agent who handled the informant. Emphasize to former informant that he must stick to the truth and make certain he can back up what he says, and if there is any deviation he

NW 88321 DocId:32989529 Page 1508

will be subjected to harassment, criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision humself, but if he has appeared as a Government witness in a case which has not been finally adjudicated and decides in the affirmative, he should contact the USA for instructions. Advise Bureau of any such situations and the results of any interviews conducted.

[16. Whenever contacting Agent feels a discontinued informant could cause embarrassment to the Bureau, arrangements should be made to have the former informant come to the field office where he will be personally met by the SAC. At that time, he should be impressed with the fact that his services were appreciated and were of considerable assistance to the security of the country and remind him that he signed an agreement when he was active as an informant to maintain his relation with the Bureau on a confidential basis. The SAC should stress the necessity for the informant to maintain this confidence.]

R. FURNISHING OF INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS conducts investigations of alien communists as required under the Immigration Act of 10-16-18, as amended. INS, in order to enforce this statute, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own cases and interests to make available information and witnesses where possible.
3. In this regard, if contacted by INS inquiring for informants and you have a discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to the Bureau, together with your recommendation.
4. The Bureau will then review all of the facts concerning such informant and advise as to whether or not his identity may be disclosed to INS.
5. Exercise care in recommending informants for disclosure to INS so that you will not find yourself without proper coverage.
6. Before any informant is turned over to INS, obtain informant's permission.

S. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that an informant or ex-informant furnished false information while an informant, advise Bureau by airmail of complete facts.
2. Set forth your suggestion relative to wording to be used in describing the informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with a review of all data furnished by the individual and label information from him accordingly.
4. All communications containing information from the informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify the cases individually by title and character, together with dates of communications containing the information.
6. If information was used in reports, corrective letters should be crystal clear and refer to the specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by the Bureau in accordance with part II, section 4, of the Manual of Rules and Regulations; corrective action should be called to the attention of other Bureau offices, outside agencies, and Bureau by letter.

NW 88321 DocId:32989529 Page 1509

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates	
Albany	January 15 and	July 15
Albuquerque	"	"
Anchorage	"	"
Atlanta	"	"
Baltimore	January 31 and	July 31
Birmingham	"	"
Boston	"	"
Buffalo	"	"
Butte	February 15 and	August 15
Charlotte	"	"
Chicago	"	"
Cincinnati	"	"
Cleveland	February 28 and	August 31
Dallas	"	"
Denver	"	"
Detroit	"	"
El Paso	March 15 and	September 15
Honolulu	"	"
Houston	"	"
Indianapolis	"	"
Jacksonville	"	"
Kansas City	March 31 and	September 30
Knoxville	"	"
[Las Vegas	"	"]
Little Rock	"	"
Los Angeles	"	"
Louisville	April 15 and	October 15
Memphis	"	"
Miami	"	"
Milwaukee	"	"
Minneapolis	April 30 and	October 31
Mobile	"	"
Newark	"	"
New Haven	"	"
New Orleans	May 15 and	November 15
New York	"	"
Norfolk	"	"
Oklahoma City	"	"
Omaha	"	"
Philadelphia	May 31 and	November 30
Phoenix	"	"
Pittsburgh	"	"
Portland	"	"
Richmond	"	"
St. Louis	June 15 and	December 15
Salt Lake City	"	"
San Antonio	"	"
San Diego	"	"
San Francisco	"	"
San Juan	June 30 and	December 31
Savannah	"	"
Seattle	"	"
Springfield	"	"
Tampa	"	"
Washington, D. C.	"	"

NW 88321 DocId:32989529 Page 1510

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card ["cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in [compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1511

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. Channelization
Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

[[6. Channelizing memoranda - destruction of following submission of reports in security cases
[For instructions concerning the destruction of channelizing memoranda
[in security cases following submission of reports, see volume III,
[section 87D, item 7g, of this manual.]

7. Dissemination of information
Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

8. Correspondence
Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

9. Maintenance of files
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

10. Use of informant by Department - filing correspondence re
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

11. Form FD-238
Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1512

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[[12.] Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Expenditures for gifts to informants will not be approved as blue slip items.
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
          (Use following wording as nearly as possible: "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
[[Las Vegas	" "]
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

)

NW 88321 DocId:32989529 Page 1514

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1515

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership in subversive organizations
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
[(10) [Steps being taken to advance informant]
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
f. In order for this system to function properly, payment letters must be explicit.
g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

)

NW 88321 DocId:32989529 Page 1516

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth[UACB.] In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
   c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
   d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of $400 or more. If an informant receives less than $400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives $4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
   e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

NW 88321 DocId:32989529 Page 1517

d. All such material should be transmitted in the same manner as statements furnished by informant.

e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition

   a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.

   b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.

   c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.

2. Locating information to pass

   Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.

3. Obtaining Bureau authority

   Bureau authority must be obtained to pass any information in a double agent operation except:

   a. Newspaper articles

   b. Magazine articles

   c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)

4. Retention of copies of passed material

   a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.

   b. Such material should be appropriately identified by the double agent.

   c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.

   d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.

   e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

I. SYMBOLS

1. Assigning numbers

   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. [Once a symbol number is assigned, it must not subsequently be reassigned to another informant.]

   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.

   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.

   d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.

   e. Bureau should be advised of this cover name in addition to the permanent symbol.

NW 88321 DocId:32989529 Page 1518

2. Communications - use of symbols
   a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, the same procedure is to be followed.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
      (3) If an informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
   f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
   h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
   i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
   j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

J. INDEXING
   1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
   2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES
   1. Alphabetical name index and symbol number index
      a. Alphabetical name index
         (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
         (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1519

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. [Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis,] should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These [letters should] follow the [form indicated] under section 107N, 3b, [but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.] (Refer to section 105K, 6h, (3), (b), volume IV, of this manual for exception to this rule in deseco matters.)
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

NW 88321 DocId:32989529 Page 1520

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.

14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.

15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.

16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

E. BUREAU POLICY

[1. Development of military personnel]
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

[2. Contacts by designated Agents]
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]

[3. Divulging information to informant]
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

NW 88321 DocId:32989529 Page 1521

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.

2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of [reserve] index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

NW 88321 DocId:32989529 Page 1522

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1523

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1524

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1525

f. If the informant receives from outside employment less than $4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and $4800.

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department[a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the[Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. [Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

NW 88321. DocId:32989529 Page 1526

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents
   a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
   b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

   Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

   Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1527

(6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
(7) Informant should identify each page at the bottom by affixing his code name. Any corrections, erasures, changes, or additions should be similarly identified.
(8) Agents' names should never appear on any page.
(9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.
(12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
    (a) Any reference concerning the Director and the Bureau
    (b) References to other documents and statements submitted by the informant
    (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant
(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
    (a) Any reference concerning the Director and the Bureau
    (b) References to other documents and statements submitted by the informant
    (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

(2) Prepare on paper devoid of any Bureau markings or identification.
(3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
(4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
(5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

NW 88321 DocId:32989529 Page 1528

(6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).

(7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

3. Transmission of information
   a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
   b. They should never be mailed to field office or resident agency.
   c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
   d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
   e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
   f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
   g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
   h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

4. Handling of lead information
   a. All lead information obtained from informant must be run out to a logical conclusion.
   b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
   c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

5. Handling documentary material furnished by informants
   a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
   b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
   c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

NW 88321 DocId:32989529 Page 1529

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership[and position held]in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Steps being taken to advance informant
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1530

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. [If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.]
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. [Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.]
   [e.] When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
   c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
   d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of $400 or more. If an informant receives less than $400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives $4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
   e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

NW 88321 DocId:32989529 Page 1531

f. If the informant receives from outside employment less than $4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and $4800.

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department[a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the[Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. [Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

NW 88321 DocId:32989529 Page 1532

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents
   a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
   b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under[Bureau authority (not SAC authority)]for services or expenses. If[the]confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants[not paid under Bureau authority.]
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquart City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

   Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

   Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1533

(6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.

(7) Informant should identify each page at the bottom by affixing his code name. Any corrections, erasures, changes, or additions should be identified [by informant affixing his code name or the initials of his code name.]

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.

(12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:

(a) Any reference concerning the Director and the Bureau

(b) References to other documents and statements submitted by the informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:

(a) Any reference concerning the Director and the Bureau

(b) References to other documents and statements submitted by the informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

(2) Prepare on paper devoid of any Bureau markings or identification.

(3) Date it at the top with the date the informant furnished the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.

(4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.

(5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

NW 88321 DocId:32989529 Page 1534

(6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).

(7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

3. Transmission of information
   a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
   b. They should never be mailed to field office or resident agency.
   c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
   d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
   e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
   f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
   g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
   h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

4. Handling of lead information
   a. All lead information obtained from informant must be run out to a logical conclusion.
   b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
   c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

5. Handling documentary material furnished by informants
   a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
   b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
   c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

NW 88321 DocId:32989529 Page 1535

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

6. Channelizing memoranda - destruction of following submission of reports in security cases
   For instructions concerning the destruction of channelizing memoranda in security cases following submission of reports, see[Manual of Rules and Regulations.]

7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

9. Maintenance of files
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to assure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1536

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[[12.] Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Expenditures for gifts to informants will not be approved as blue slip items.
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible: "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1537

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
   a. Index cards [on form FD-348] like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1538

5. Utilization
   a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. [One of the required copies of the letter requesting a[illegible]ority to use a subject as a confidential source should consist o[illegible] of the first page of the letter.] If the request is approved at t[illegible] [illegible]ureau, a stamped notation will be placed on the[single-page]co[illegible] and[it will be]returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background informa[illegible]on obtained.
6. Security and racial confidential sources - certification of stab[illegible]y and payments
   a. Every four months a letter of justificatio[illegible] should be subm[illegible] the Bureau requesting continuation of pay[illegible]ts to securit[illegible] [illegible]ial confidential sources. See 107N, 3b, for f[illegible]m of letter.
   b. If the security or racial source is not being paid on Bur[illegible] [illegible]thorization and is being used regularly, t[illegible]e Agent handling the s[illegible] must dictate a memor[illegible]um to the SAC for the file containing the same certification as [illegible]o stability and reliability as required by payment letters.
7. Gifts
   Gifts to sources shall not be reclaimed as blue slip items.
8. Discontinuance
   Advise Bureau when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1539

f. If the informant receives from outside employment less than $4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and $4800.

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

[h. When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.]

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

NW 88321 DocId:32989529 Page 1540

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents

a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.

b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.

c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.

d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage provided by informants or sources who are not members, such factor should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1541

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership[and position held]in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Steps being taken to advance informant
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being t... to prevent any such situations from later becoming source of e...rrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confi... al source, panel source, or source of information for the ... nformant.")

c. When payment to an informant has been authorized for a ... e period of time, advise the Bureau at least two weeks i... ce of the expiration of the period for which payment has been a...ized as to whether the se...vices of the informant are to be con... d.
d. Every four mo...hs a letter of justification should b... ubmitted to the Bureau re...uesting continuation of payments. Fol... form in subsection 3b.
e. Letter requesting authority to continue (increase, ...rease) payments to an ...formant should be submitted in duplicate exce... that the copy sh...ld consist only of the first page of the letter. When payments as requested by the fi...d are approved, the single-page copy will be stamped "App...ved" at the Bureau and returned. If the recommendation is not app...ved, correspondence will be prepared and transmitted to the field.
f. In order for this system to function properly, payment l... rs must be explicit.
g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
i. Extraordin...y expenses
In connec...on with the operation of paid informants, if any extraordinary ex...nses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1542

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such correctio must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. e staples should be placed in such a manner that the date or othe data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be dvised that such compensation must be reported as income when filing an income tax return.
   b. Since all informants are considered independent contractors, they receive from the Bureau is self-employment income but, si Bureau does not consider their activity as the carrying on of or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
   c. The informant's own personal situation, however, should be taken into consideration as he may receive income from oth sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
   d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of $400 or more. If an inform receives less than $400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives $4800 or more from outside employment subject Social Security tax, again the self-employment tax requireme do not apply.
[[[e. Bureau income should be set forth under item[5]on pa ne of the Federal income tax return, form 1040, and explained r[part schedule B,]of the return as income received from oth sources or personal services rendered through a private enterpris or simil r general term applicable to informant's position and station in life.

b. Symbol number index
   (1) The same official as set out in la (1) above is to maintain the symbol number index. This index shall contain a card for each individual to whom a symbol number has been assigned.
   (2) File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind the numerical symbol index.

c. The above indices (alphabetical name index and symbol number index) shall not be available for review by Agents seeking informant help in connection with their cases.

d. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by the official having custody of the cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of his activities and type of information he furnishes.

2. Index entitled "Informants and Sources in Other Divisions"

a. A separate index may be maintained for the use of Agents on informants and sources in other divisions who may be available for assistance.

b. If such index is maintained, a [illegible]parate index card is to be prepared on each informant and source th[illegible] has been furnished.

c. These cards should contain brief background data, toget[illegible]er with the identity of the Bureau communication which contains the complete background data.

d. File these cards alphabetically by name and symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index

a. An Agents' informative index may be maintained by the same official as set out in la (1) above for the use of Agents on the type of informant coverage in the division.

b. File these cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

c. Behind each geographical location there should be a guide card indicating the type of information which can be furnished, such as Communist Party, Civil Rights Co[illegible]gres[illegible] [illegible]olish Activity, etc.

d. On this guide card set forth t[illegible] symb[illegible] [illegible]umbers of the informants and confidential sources who c[illegible] provi[illegible] this cover[illegible]ge.

e. Potential informants, confiden[illegible]l sources, panel s[illegible]rces, and sources of information who do no[illegible] have permanent s[illegible]ls should be set forth by name.

f. When an individual can provide more [illegible]an one ty[illegible] [illegible]mation, his symbol or ide[illegible]ity (if a potential informa[illegible] conf[illegible] source, panel sou[illegible]e, or so[illegible]e of informatio[illegible] [illegible]hout [illegible] nent s[illegible]) sho[illegible] be set [illegible]th on as many [illegible] cards [illegible]y provi[illegible] types of [illegible]ormatio[illegible].

g. Thes[illegible] [illegible]ide car[illegible] hould[sh[illegible] the above d[illegible] and it is [illegible]e to p[illegible] alongs[illegible] the name [illegible] symbol n[illegible], as the cas[illegible], the [illegible]es of the contacting [illegible]nts to [illegible] a request may [illegible] for a specific check with the [illegible]ndivid[illegible].

h. Also, there may be set forth [illegible] these [illegible] car[illegible] symbol [illegible]s of informants [illegible] move outsid[illegible] divis[illegible] [illegible]nd w[illegible] still [illegible] excellent sources regarding past activiti[illegible] [illegible]y should declassified from informants to confident[illegible] [illegible]rces or so[illegible]es of information. If any such individual h[illegible] from a di[illegible]sion and is being utilized by the division to [illegible] has moved and has received a symbol number from the latter [illegible]sion, such [illegible]esignation should be indicated on the guide card.

i. The names or symbol numbers, as the case may [illegible], of individ[illegible]ls contained in the index entitled "In[illegible]ormants [illegible] Sources in Other Divisions" who can be of assistance to your of[illegible]ice may be set forth on the appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1544

4. Currency and security
All indices shall be maintained in a current status at all times in a manner which provides tight security of the information and yet makes it easily available to Agents having a need thereof.

L. INDEX CARDS

[1. Index cards [(FD-348) shall be executed] for the alphabetical name index.

[2. [Use form FD-348] for the symbol number index. [Execute only the following
[items:]

Symbol: (Informant, potential informant, or confidential source) File No:

Name:

3. Contacts with informants should not be posted on index cards since this information is shown in the informant's administrative file.

M. INFORMANT FILES

1. Opening
   a. When active investigation is initiated relative to an individual who has potential as an informant or confidential source and he is not the subject of a security-type file, a 134 classification file should be opened and maintained in a pending status until efforts to develop the subject are discontinued.
   b. If an individual is the subject of a security case and after being interviewed with Bureau authority he indicates he is cooperative and has potentiality as an informant, a 134 file should be opened and maintained in a pending status while under development as a potential informant. In espionage and foreign nationality matters the existing file may be used rather than opening a new 134 file if this is practical and will reduce paper work.
   c. Individual files on all active informants should be maintained and carried as pending active cases.
2. Monthly administrative report
Files on potential informants and informants shall be included in the tabulations and calculations of delinquencies on the monthly administrative report.
3. Assignment and tickler cards
   a. Assignment and tickler cards should be maintained.
   b. The true name of informant is not to appear on the assignment and tickler cards.

NW 88321 DocId:32989529 Page 1545

G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
   a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
   b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
   c. They should be submitted as quickly as possible after a meeting or activity.
   d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
   e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
   f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
   g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will thus be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
   h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
   a. Written by informant
      (1) May be in handwriting or hand printing of informant or typed.
      (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
      (3) Prepare on paper devoid of any Bureau markings or identification.
      (4) Date when informant prepares statement should be placed at the top of it.
      (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

NW 88321 DocId:32989529 Page 1546

b. As means of obtaining closer control, obtain signed statement set out below whenever feasible and practical. In those instances in which it is not practical to secure a signed statement from an informant or double agent, advise Bureau of complete details. The SAC and the Agent handling the informant or double agent should determine the appropriate time in the informant's operation when the statement should be completed.

> I, _____, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.
>
> (Signed) _____ _____
>
> Witnessed: _____

[[8. Execution of party questionnaires]

a. Informants, particularly in Communist Party, ofttimes must execute "Party" questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their positions as informants.

b. If necessary, each item in questionnaire should be discussed with informant to be certain his identity as informant is protected.

[[9. Informant's activity in organizations]

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of the organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in the organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of the motivation behind such changes, but be certain opinions and suggestions given are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but at the same time should be cautioned to do so in such a manner as to avoid suspicion.

[[10. Transfer of informants to other areas]

a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.

b. Keep in mind over-all coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, by all means encourage him to do so in order to provide a wider coverage for the Bureau's work.

[[11. Action by informant when uncovered]

a. If informant is uncovered by subversive elements, he should be instructed to defend himself vigorously and demand proof of his informant activity.

b. Suspicion in many cases is directed to an informant without [illegible] to back it up and by bluffing informant may confuse the issue [illegible] the point where his services may not be lost. This procedure should be carefully handled and each situation considered on its merits.

c. In some cases it may be necessary for informant to acquiesce to charges of deviation from the strict discipline of the organization involved, as by so doing he may cast off suspicion.

NW 88321 DocId:32989529 Page 1547

12. Requests of informant to help defend others
   a. If a security informant is requested by the Communist Party, communists being prosecuted by the Government, or by other interested parties to assist in the preparation of the defense in subversive-type cases or receives assignment where such information is readily available, informant should tactfully decline such assignments.
   b. Any such request received by informant should be reported immediately to the contacting Agent and made a matter of record.
   c. If the informant cannot avoid becoming involved, he should be instructed not to report to the contacting Agent any information pertaining to defense plans or strategy.
   d. Any such incident must be reported promptly to the Bureau.

[13. Preparation for testifying
Contacting Agent must condition the informant to the fact that someday the knowledge he possesses may be needed as evidence in court to assist the Government in combating the evil of communism. Psychologically prepare the informant for the fact that he may at some future date be called upon to render a still further contribution to his Government by testifying to the information he has furnished on security matters. Proper indoctrination of the informant is essential as the Bureau must provide witnesses whenever the Department initiates prosecutions in security cases.]

NW 88321 DocId:32989529 Page 1548

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K,6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 1[illegible] 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

NW 88321 DocId:32989529 Page 1549

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.
14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.
15. If a prospective informant is connected in any manner with a l. union, inform him that the Bureau is not interested in employer employee relationships as such and is only concerned with obtai information on the infiltration in labor unions by subversive ele ts.
16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a pl nt.
18. When potential informant begins to fu ish current information and otherwise qualifies for designation a informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or AS C acting in his absence; individual's background must also be thorough y reviewed at this ti , keeping in mind possibility of using informant as potential witness. f individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

E. BUREAU POLICY

[1. Development of military personnel]
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

[2. Contacts by designated Agents]
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]

[3. Divulging information to informant]
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

NW 88321 DocId:32989529 Page 1550

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1551

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1552

(6) Informants should inc n the body of their statements specific dates and places; pur of the meeting or activity being related; identities o akers and persons present, plus their known status in any g ; specific activity engaged in by each individual present; a comments made by each individual.

(7) Informant should identify[his statement]by affixing his code name[immediately under the last written line on each page.] Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or the initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a nnelizing memorandum which should contain the applic e items set forth on form FD-306.

(12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
   (a) Any reference concerning the Director and the Bureau
   (b) References to other documents and statements submitted by the informant
   (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
   (a) Any reference concerning the Director and the Bureau
   (b) References to other documents and statements submitted by the informant
   (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

(2) Prepare on paper devoid of any Bureau markings or identification.

(3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.

(4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.

(5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

NW 88321 DocId:32989529 Page 1553

(6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).

(7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

3. Transmission of information
   a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
   b. They should never be mailed to field office or resident agency.
   c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
   d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
   e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
   f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
   g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
   h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

4. Handling of lead information
   a. All lead information obtained from informant must be run out to a logical conclusion.
   b. If there is only partial name of individual or meager descripti[illegible] data, and if there is sufficient data available to do so, file s[illegible] be opened and assigned to effect an identification and to take a[illegible] necessary action.
   c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

5. Handling documentary material furnished by informants
   a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
   b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
   c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

NW 88321 DocId:32989529 Page 1554

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1555

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[[12.] Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Expenditures for gifts to informants will not be approved as blue slip items.
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible:
      "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1556

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
   a. Index cards [on form FD-348] like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1557

5. Utilization
   a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security and racial confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
   b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   [[Gifts should not be given to sources since such actions might be
   [misconstrued.]
8. Discontinuance
   Advise Bureau when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1558

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. [Deleted]
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible: "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1559

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
[6. Channelizing memoranda - destruction of
[For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section; provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1560

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security,[racial,]and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, [racial informant index,]or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index,[racial informant index,]and the security informant index if the source furnishes information of value in[these] types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1561

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

6. Security confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.

8. Discontinuance
   Advise Bureau when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1562

4. Recording investigative activity
All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal, security,[and racial.]. Agents must not have and use informants known only to the individual Agents personally.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF SECURITY INFORMANTS
1. Caution against divulging relationship
   a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.
   b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   a. During development of informant, additional data concerning his background should be continuously obtained from informant.
   b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.
3. Handling indications of instability
   a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.
   b. Set forth the steps being taken to prevent any embarrassment to Bureau.
4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where the frequency of contact is dependent on the circumstances of each case, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.
   b. If such frequent contacts cannot be established, obtain specific Bureau authority for an exception to this requirement (except in espionage and foreign nationality matters). In requesting such exception, set forth all attendant circumstances.
   c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.
   d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.
   e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.
   f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.
   g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

NW 88321 DocId:32989529 Page 1563

h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.

i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the unlisted office telephone number for
[emergency communication. [This rule is not practical in all espionage
[and foreign nationality matters but should be followed where applicable.]

j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.

k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.

l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.

m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.

n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.

[5. [Checking reliability]

a. Reliability of informants must be constantly checked.

b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

c. Checks on reliability must be constantly reviewed during time informant is active.

6. Fingerprints

a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.

b. If informant refuses, do not force the issue.

c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

[7. [Control - statement of cooperation]

a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1564

d. All such material should be transmitted in the same manner as statements furnished by informant.
e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS
1. Carefully handle and create basis for acquisition
   a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
   b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
   c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass
   Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority
   Bureau authority must be obtained to pass any information in a double agent operation except:
   a. Newspaper articles
   b. Magazine articles
   c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
   a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
   b. Such material should be appropriately identified by the double agent.
   c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
   d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
   e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

I. SYMBOLS
1. Assigning numbers
   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a symbol number is assigned, it must not subsequently be reassigned to another[individual.]
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
   e. Bureau should be advised of this cover name in addition to the permanent symbol.

NW 88321 DocId:32989529 Page 1565

2. Communications - use of symbols
   a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, the same procedure is to be followed.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
      (3) If an informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
   f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
   h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
   i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
   j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

J. INDEXING

1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES

1. Alphabetical name index and symbol number index
   a. Alphabetical name index
      (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
      (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1566

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. [Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security,[racial,]and criminal informants.
3. Index
   a. [Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, [racial informant index,]or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. [[Duplicate confidential source cards may be maintained with the criminal informant index,[racial informant index,]and the security informant index if the source furnishes information of value in[these] types of investigations.
4. Files
   [When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1567

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   [Advise Bureau[of the date]when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1568

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates	
Albany	January 15 and	July 15
Albuquerque	"	"
Anchorage	"	"
Atlanta	"	"
Baltimore	January 31 and	July 31
Birmingham	"	"
Boston	"	"
Buffalo	"	"
Butte	February 15 and	August 15
Charlotte	"	"
Chicago	"	"
Cincinnati	"	"
Cleveland	February 28 and	August 31
Dallas	"	"
Denver	"	"
Detroit	"	"
El Paso	March 15 and	September 15
Honolulu	"	"
Houston	"	"
Indianapolis	"	"
Jacksonville	"	"
Kansas City	March 31 and	September 30
Knoxville	"	"
[[Las Vegas	"	"]
Little Rock	"	"
Los Angeles	"	"
Louisville	April 15 and	October 15
Memphis	"	"
Miami	"	"
Milwaukee	"	"
Minneapolis	April 30 and	October 31
Mobile	"	"
Newark	"	"
New Haven	"	"
New Orleans	May 15 and	November 15
New York	"	"
Norfolk	"	"
Oklahoma City	"	"
Omaha	"	"
Philadelphia	May 31 and	November 30
Phoenix	"	"
Pittsburgh	"	"
Portland	"	"
Richmond	"	"
St. Louis	June 15 and	December 15
Salt Lake City	"	"
San Antonio	"	"
San Diego	"	"
San Francisco	"	"
San Juan	June 30 and	December 31
Savannah	"	"
Seattle	"	"
Springfield	"	"
Tampa	"	"
Washington, D. C.	"	"

NW 88321 DocId:32989529 Page 1569

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.

[4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the info- ant further when he becomes available, advise the Bureau in each suc substantive case, except in those cases in which it is obvious the s. of limitations has run or the case has been adjudicated. This except does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1570

d. All such material should be transmitted in the same manner as statements furnished by informant.

e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition
   a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
   b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
   c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass
   Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority
   Bureau authority must be obtained to pass any information in a double agent operation except:
   a. Newspaper articles
   b. Magazine articles
   c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
   a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
   b. Such material should be appropriately identified by the double agent.
   c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
   d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
   e. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

I. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a symbol number is assigned, it must not be subsequently reassigned [to any other security, racial, or criminal informant or source or confidential technique.]
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
   e. Bureau should be advised of this cover name in addition to the permanent symbol.

NW 88321 DocId:32989529 Page 1571

2. Communications - use of symbols
   a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, the same procedure is to be followed.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
      (3) If an informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
   f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
   h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
   i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
   j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

J. INDEXING
1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES
1. Alphabetical name index and symbol number index
   a. Alphabetical name index
      (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
      (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1572

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1573

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   [Advise Bureau[of the date]when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1574

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
[[Jackson	" "]
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1575

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. [Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1576

I. SYMBOLS

1. Assigning numbers

   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a number is assigned, it must not be subsequently reassigned to any other informant, source, or confidential technique,[regardless of type or designation.]

   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.

   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.

   d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.

   e. Bureau should be advised of this cover name in addition to the permanent symbol.

   [f. The prefix of a symbol number is made up of the appropriate field office teletype abbreviation followed by the appropriate assigned number.

   g. The suffix of the symbol number will consist of the letter "S" to designate a security informant; the letters "PSI" to designate a potential security informant.

   h. Although an individual, confidential technique, or source may subsequently furnish information requiring a change in designation (e.g., from security to criminal or to racial, etc.), the number previously assigned will remain the same; however, the suffix is to be changed to the appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-R).]

NW 88321 DocId:32989529 Page 1577

2. Communications - use of symbols
   a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, the same procedure is to be followed.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
      (3) If an informant is transferred to another office and remains active, his identity must still be protected.

[e. [Deleted]

[f. In communications concerning a potential security informant[when
[a symbol number is not assigned,]the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."

[g. [Deleted]

[h. [Deleted]

[i. [Deleted]

   j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

J. INDEXING
1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES
1. Alphabetical name index and symbol number index
   a. Alphabetical name index
      (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
      (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1578

d. All such material should be transmitted in the same manner as statements furnished by informant.

e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition

a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.

c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.

2. Locating information to pass

Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in a double agent operation except:

a. Newspaper articles

b. Magazine articles

c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)

4. Retention of copies of passed material

a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.

b. Such material should be appropriately identified by the double agent.

c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.

d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.

e. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

NW 88321 DocId:32989529 Page 1579

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1580

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1581

[[e.] When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.

7. Stipulation re payments made to witnesses
   a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
      (1) The correct, full name
      (2) All aliases, code names, and symbol numbers
      (3) The first date of contact by your office
      (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
      (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
      (6) A listing of any advances, refunds, and outstanding balances of advances
      (7) The date of last contact by your office
      (8) Whether the individual has been contacted by any other office
   b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
   c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
   d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation
   a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

NW 88321 DocId:32989529 Page 1582

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents
   a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
   b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

   Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

   Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1583

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Steps being taken to advance informant
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1584

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   [b.] Bureau income should be set forth under item 5 on page one of the Federal income tax return, form 1040, and explained under part V,[3,] schedule B, of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   [c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.]

NW 88321 DocId:32989529 Page 1585

A. DEFINITIONS

1. Security informant

Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.

2. Potential security informant

Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent

A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source

An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, [and]employees of the United Nations Secretariat. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. [Deleted]
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1586

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)

C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1587

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership and position held in subversive organizations
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Steps being taken to advance informant
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished.
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1588

4. Four-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.

b. Receipts should clearly show:
   (1) Date on which payment was made
   (2) Period for which made when informant is paid on a period basis
   (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
   (4) Name of Agent making payment
   (5) Signature of person receiving the money

c. Receipts are not to be witnessed by another Agent.

d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.

e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns

a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.

[[b. Bureau income should be set forth[on the]Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.

d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1589

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K,6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to[designate]individual as a[Bureau-approved potential]security informant[and proceed with his development.]
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

NW 88321 DocId:32989529 Page 1590

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.

14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.

15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.

16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

E. BUREAU POLICY

[1. Development of military personnel]

Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

[2. Contacts by designated Agents]

Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]

[3. Divulging information to informant]

No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

NW 88321 DocId:32989529 Page 1591

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.

2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1592

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)

C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1593

[8. [Persons being considered for use]in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to [guide, direct,[or designate]an individual as a potential[security]informant.

[D. [APPROVAL, INDOCTRINATION, DEVELOPMENT, AND CONTROL OF POTENTIAL SECURITY [INFORMANTS]

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to designate individual as a Bureau- [approved potential security informa... and[to]proceed with his development. [[Do not submit on a UACB basis. Inc...le a physical description.]
[2. [Deleted]
[3. [After designation as a Bureau-approved pote...al security informant, the [following matters should be made clear to h...]
[[a.] His assistance is strictly voluntary ar... e is to understand that there is no coercion or intimidation involved.
[[b.] He is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon him.
[[c.] His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he ...iolates the confidence he will be of no value and by so doing the Bure... s investiga- [tive activity may be jeopardized. If he has a special pro... m which would [require revealing his[assistance]to his wife[or other perti...ent individual,] [this should be[ascertained and an appropriate recommendation made to the [Bureau.] The special circumstances will be taken into consideration by the [Bureau[and you will be advised accordingly.]
[[d.] If the potential informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration of labor unions by subversive elements.
[[e.] If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in the initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for developme... of ir ormants. This instruction is not applicable where active inv...igation has established that the potential informant is of good ... racter, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contai... informative summary of information furnished during past four m... hs, and must include certifications regarding potential informant's sta... ity and relaibility and his indoctrination against disclosure. Thes... letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.

NW 88321 DocId:32989529 Page 1594

7. Post records of contacts with potential informants so that the cases will not become delinquent.

[8. During[contacts]with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.

[9. [Deleted]

[10. [Deleted]

[[11.] During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

[[12.] From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

[[13.] When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility

[of using informant as a witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

2. Contacts by designated Agents
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated to contact him.

3. Divulging information to informant
No information should be divulged to a potential informant or an informant concerning any of the Bureau's investigative activity other than that which is essential to his proper operation.

NW 88321 DocId:32989529 Page 1595

A. DEFINITIONS

1. Security informant

   Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.

2. Potential security informant

   Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent

   A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source

   An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1596

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

[C. [INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES]

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. [Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, (10), volume IV, relative to interviews apply. Background investigation should]consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the[individual] is known to[them].
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the[individual]can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the[individual]is not sufficient; [his]background must be established by the investigation,[including discreet inquiries among persons who are personally acquainted with him.]
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain[any]record [he may have.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1597

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1598

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1599

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
[Columbia	" "]
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jackson	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1600

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. [Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1601

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security [or intelligence] matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value; [or furnish pertinent foreign intelligence data of value on a regular basis.]

2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data,] and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizatic and individuals that are inimical to the internal security. Experienc has shown that potential informants may be obtained through alertness in the course of norm investigative activity. Live informant coverage depends for the most pa upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of intere , inactivity, financial hardship, or other repudiation of party loy ty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Revi of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of co se, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1602

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)

[C. [INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING
[CONSIDERED FOR INFORMANT PURPOSES]

When a decision is made to consider a particular individual for informant
[purposes, background investigation must be conducted. [Extensive background
[investigation should not be conducted, however, until the individual has
[been interviewed and it has been determined he is willing to assist the
[Bureau. Obtain prior Bureau authority to interview whenever the restrictions
[imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b,
[(10), volume IV, relative to interviews apply. Background investigation
[should]consist of the following:

[1. Check of field office files for derogatory information
[2. Discreet canvass of logical informants to ascertain if the[individual]
[is known to[them]
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must
[definitely establish that the[individual]can be utilized without any danger of future embarrassment due to instability or unreliability.
[Securing background information from the[individual]is not sufficient;
[[his]background must be established by the investigation,[including discreet
[inquiries among persons who are personally acquainted with him.]
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identi-
[fication Division to obtain[any]record [he may have.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1603

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security [or intelligence] matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value; [or furnish pertinent foreign intelligence data of value on a regular basis.]

2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data,] and is mak[illegible] affirmative effort through associations or contacts so that he can be [illegible] a position actively to obtain and furnish current information to Bure[illegible].

3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of norm[illegible] investigative activity. Live inf[illegible]mant coverage depends for the most pa[illegible] upon initiative and resourceful[illegible]s of individual Agents and SACs. For [illegible]ssistance in obtaining potential inf[illegible]mants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of [illegible]isaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for indi[illegible]uals who have been associated with only one or two fronts or who atte[illegible] only a few meetings of a front. Such individuals frequently are innoc[illegible] of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1604

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)

C. INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, [[(9),]volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain any record he may have.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1605

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES
1. Definition
See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source;[e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1606

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N,[item]3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization[or if he is not an employee of a foreign diplomatic establishment or an international organization]and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   [c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every four months. See 107N,[item]3b, for form of letter.]
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1607

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Columbia	" "
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jackson	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
[[Sacramento]	June 15 and December 15
St. Louis	" "
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

)

NW 88321 DocId:32989529 Page 1608

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. [Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1609

h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.
i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the [nonpublished] office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.
k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.
m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.

5. Checking reliability
a. Reliability of informants must be constantly checked.
b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
c. Checks on reliability must be constantly reviewed during time informant is active.

6. Fingerprints
a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
b. If informant refuses, do not force the issue.
c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.
d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation
a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1610

H. Recording investigative activity
All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal, security, [and racial.] Agents must not have and use informants known only to the individual Agents personally.

I. INDOCTRINATION, DIRECTION, AND CONTROL OF SECURITY INFORMANTS
1. Caution against divulging relationship
   a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.
   b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   a. During development of informant, additional data concerning his background should be continuously obtained from informant.
   b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.
3. Handling indications of instability
   a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.
   b. Set forth the steps being taken to prevent any embarrassment to Bureau.
4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where the frequency of contact is dependent on the circumstances of each case, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.
   b. If such frequent contacts cannot be established, obtain specific Bureau authority for an exception to this requirement (except in espionage and foreign nationality matters). In requesting such exception, set forth all attendant circumstances.
   c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.
   d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.
   e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.
   f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.
   g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

NW 88321 DocId:32989529 Page 1611

A. [illegible]

1. Security informant

Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value; [or furnish pertinent foreign intelligence data of value on a regular basis.]

2. Potential security informant

Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data,] and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent

A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

4. Confidential source

An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. [illegible] assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1612

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in U. S.
19. Individuals who because of background, employment, or social status are in position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105L, item 6b, (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an [FD-165] form which should be transmitted to the Identification Division to obtain any record he may have [and to place a stop against his fingerprints if they are on file.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1613

4. Subfiles
   a. A subfile is re[illegible]red on each informant who submits statements, written or oral, except [illegible] espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled [illegible] the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential [illegible]es, or sources [illegible] information should be reported to the Bureau and [illegible]sted offices [illegible] other agencies whenever necessary by the appro[illegible]eans of com[illegible]cation under captions showing the subject matter [illegible]ormation.
8. [illegible]
   [illegible]dence submitted in security informant and potential security [illegible] matters should be str[illegible]ctly limit[illegible] to the administrative [illegible] of the informant and should not contain information more prop[illegible]y furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All symbol number informant]files,[pending and closed,]shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor,[or responsible employee designated by the SAC.]
   b. Subfiles containing written statements may be maintained in the open files section, [illegible] there is no disclosure of the informant's identity on the [illegible].
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition [illegible] these files should be maintained in such a fashion that the identities of the [illegible]ses in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
   From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes a[illegible]able as a witness. As a result, [illegible] will be correspondence [illegible] this situation between the Bureau a[illegible] field. Place copies of all [illegible] correspondence in [illegible] informant [illegible]le. Occasionally such correspondence may be volu[illegible]ous and apply to more than one informant. In those cases, summarize information concerning each particular informant and place the summary the appropriate informant's file.
11. Form FD-238
   Form FD-238 (printed on pink paper) has been approved for use in [illegible]urity informant and potential security informant files. It is to be [illegible] in the nature of a table of contents or [illegible] an index to show where [illegible] file particular data can be found. This form is to be kept as [illegible] top

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   [c. [Deleted]
   d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC [illegible] approve [illegible] of amounts up to $200 and totaling not more than [illegible]00 on [illegible] regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of [illegible], this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.

3. Payments on continuing basis – Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. [illegible] requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
         (Use following wording as nearly as possible:
         "I recommend [illegible] authority [illegible] granted to continue ([illegible]ase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1615

4. Subfiles
   a. subfile is required on each informant ... submits statements, written ... oral, except in espionage or foreign ... ality matters where ... subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form ... 06 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

9. Maintenance of files
   a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1616

docu[illegible] in [illegible] pertinent inf[illegible] file and is not to be serialized. If [illegible]ticul[illegible] section of [illegible]rm is not applicable, such should [illegible] note [illegible] Later [illegible]comes applicable, the serial number [illegible] be note[illegible].

12. Bul[illegible] by informant
When [illegible] sou[illegible] submits bulky material other than a statement and [illegible]rtai[illegible] to a spec[illegible] investigative matter, bulky material may be f[illegible] in the investigati[illegible] case file, together with a copy of executed form [illegible]-306 or [illegible]channelizing memorandum containing all applicable items set forth on fo[illegible] FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMAN[illegible] AND HANDLING MONEY RECEIVED

1. No gifts to info[illegible]
   a. Gifts should [illegible] be given to informants since such actions might be misconstrued.
   b. Relationship betw[illegible] Agents and informants shall be maintained on a businesslike ba[illegible].
   [illegible]. [Deleted]
   [illegible]. Investigative empl[illegible]ees must no[illegible] approach, direct[illegible] or [illegible]ctly, representatives o[illegible] compani[illegible], [illegible]te industries, or [illegible] companies and reques[illegible] assist[illegible]nce reg[illegible] payments of money, gif[illegible] products of su[illegible] co[illegible]ies [illegible] inform[illegible].
2. S[illegible] autho[illegible] pay informan[illegible]
   a. [illegible] speci[illegible] in [illegible] it is necessary and expedient to [illegible]pend mo[illegible] [illegible]ation concerning matters o[illegible] persons [illegible]der inve[illegible] not otherwise obtainable, or to advance [illegible]ense mon[illegible] [illegible]vidual to obtain such inf[illegible]mation, [illegible] may ap[illegible] [illegible]nts up to $200 and tota[illegible]g not more [illegible] $200 [illegible].o.d. [illegible]ardless of the number of [illegible]yments. [illegible] appl[illegible]y to [illegible]s who have ne[illegible] been re[illegible]arly paid for servi[illegible] expenses [illegible] Bureau authori[illegible]. In ot[illegible]r words, once an i[illegible]al has bee[illegible] paid on Bureau [illegible]rization, regardless of the am[illegible] this authority of the SAC [illegible] no[illegible] utilized.
   b. Individu[illegible] paid on SAC authority should [illegible] be de[illegible]ribed in correspo[illegible]ence [illegible] an informant or source who is [illegible]eing pa[illegible] on a "regula[illegible] basis[illegible] on "Bureau au[illegible]orization."
   c. The blu[illegible] slip [illegible]aiming any of these pa[illegible]ents authorized by the SAC must cle[illegible] and accurately explain the [illegible]rcums[illegible]ces and summarize the information [illegible]tained so the Bureau wil[illegible] in a [illegible]sition to pass intelligent[illegible]y such blue slips for pay[illegible]t.
   d. Prior Bureau authority must be obtai[illegible] to make a[illegible]y additional payment to an individual who has received pay[illegible]ents totaling $200.
3. Payments on continuing basis - Bureau authority
   a. To pay anyo[illegible] on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible:
      "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1617

G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
   a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
   b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
   c. They should be submitted as quickly as possible after a meeting or activity.
   d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
   e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
   f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for[channelization]and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.
   g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will then be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
   h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
   a. Written by informant
      (1) May be in handwriting or hand printing of informant or typed.
      (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
      (3) Prepare on paper devoid of any Bureau markings or identification.
      (4) Date when informant prepares statement should be placed at the top of it.
      (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

NW 88321 DocId:32989529 Page 1618

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1619

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, item 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every[six]months. See 107N, item 3b, for form of letter.
7. Gifts

   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance

   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1620

5. Listed below are all of the Bureau offices and the dates [annual] letters should be submitted:

Office	Dates
[Albany	January 15
Albuquerque	" "
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	May 31
Las Vegas	" "
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City	August 15
Omaha	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "]

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. [Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1622

[e.] When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who [illegible] the time are being paid by the Bureau for services rendered fail [illegible] comply, the situation is potentially embarrassing. The Bureau [illegible]t be placed in the position of condoning a violation of the [illegible] law on the part of any informant or source. Each field office [illegible] determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

NW 88321 DocId:32989529 Page 1623

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents

a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.

b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.

c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.

d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

[10. [ANNUAL]LETTER

[[Annual]letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. [As a separate section of the[annual]letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

[[Annual]letters may include any additional pertinent information re informant coverage that may be helpful in overall evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

NW 88321 DocId:32989529 Page 1624

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership and position held in subversive organizations
(4) Summary of information furnished and/or services rendered during pertinent period. [Information and/or services available only from the informant must be specifically identified. (If there is none, a statement to that effect should be set out.)]
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Steps being taken to advance informant
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every [six] months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1625

[4. [Six-month]evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communi-
[cation must be transmitted to the Bureau every[six]months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1626

8. Persons being considered for use in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and defector program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, or designate an individual as a potential security informant.

D. APPROVAL, INDOCTRINATION, DEVELOPMENT, AND CONTROL OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to designate individual as a Bureau-approved potential security informant and to proceed with his development. Do not submit on a UACB basis. Include a physical description.

[[2.] After designation as a Bureau-approved potential security informant, the following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand that there is no coercion or intimidation involved.
   b. He is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. If he has a special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and an appropriate recommendation made to the Bureau. The special circumstances will be taken into consideration by the Bureau and you will be advised accordingly.
   d. If the potential informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration of labor unions by subversive elements.
   e. If the potential informant is a student, teacher, or has similar relations with a school, college, or university, in the initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

[[3.] Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.

[[4.] Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.

[[5.] Advise Bureau of progress being made at least every[six]months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain
[informative summary of information furnished during past[six]months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.

NW 88321 DocId:32989529 Page 1627

[[6.] Post records of contacts with potential informants so that the cases will not become delinquent.

[[7.] During contacts with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.

[[8.] During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

[[9.] From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

[[10.] When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
   Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
2. Contacts by designated Agents
   Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated to contact him.
3. Divulging information to informant
   No information should be divulged to a potential informant or an informant concerning any of the Bureau's investigative activity other than that which is essential to his proper operation.

NW 88321 DocId:32989529 Page 1628

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1629

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1630

[5. Listed below are all of the Bureau offices and the dates[annual]
[letters should be submitted:

Office	Date
[[Albany	January 15
[Albuquerque	" "
[Anchorage	" "
[Atlanta	January 31
[Baltimore	" "
[Birmingham	" "
[Boston	February 15
[Buffalo	" "
[Butte	" "
[Charlotte	February 28
[Chicago	January 31
[Cincinnati	February 28
[Cleveland	" "
[Columbia	March 15
[Dallas	" "
[Denver	" "
[Detroit	March 31
[El Paso	" "
[Honolulu	April 15
[Houston	" "
[Indianapolis	April 30
[Jackson	" "
[Jacksonville	May 15
[Kansas City	" "
[Knoxville	May 31
[Las Vegas	" "
[Little Rock	June 15
[Los Angeles	February 28
[Louisville	June 15
[Memphis	June 30
[Miami	" "
[Milwaukee	March 31
[Minneapolis	April 30
[Mobile	July 15
[Newark	May 31
[New Haven	July 15
[New Orleans	July 31
[New York	September 30
[Norfolk	July 31
[Oklahoma City	August 15
[Omaha	" "
[Philadelphia	August 31
[Phoenix	" "
[Pittsburgh	September 15
[Portland	" "
[Richmond	September 30
[Sacramento	" "
[St. Louis	October 15
[Salt Lake City	" "
[San Antonio	October 31
[San Diego	" "
[San Francisco	" "
[San Juan	November 15
[Savannah	" "
[Seattle	" "
[Springfield	November 30
[Tampa	" "
[Washington, D. C.	" "]

NW 88321 DocId:32989529 Page 1631

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau of the date when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section [19,] volume [II,] of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1632

[U. PANEL SOURCES

1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
   b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
   c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
      (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
      (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
      (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
   d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
   a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
   b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
   c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
   d. Only Agents designated in particular case should contact panelists.
   e. Every six months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, item 3b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
   f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
   g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
   h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.]

[V.] CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1633

[illegible] office which has made further dis[illegible]tion of such informatio[illegible] to follow th[illegible] instructions set forth [illegible].

[illegible] set up a control file re[illegible]rding this [illegible]ective action, and upon [illegible]etion of same sub[illegible] to the Bureau a [illegible] letter under the in[illegible]nt's caption identifying each case by [illegible], character, Bureau file, [illegible] known, and date of communication.

[illegible] [illegible] letter will be used to chec[illegible] all pertinent Bureau files to see th[illegible] necessary corrective action [illegible]s been taken in each instance.

11. If necessary, other field office[illegible] which have received information from the informant should also be requested to submit summary letters sh[illegible]ing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great [illegible]re must be taken to see that this is done.
13. Occasio[illegible]lly, an [illegible] informant through his speech, writings, or actions raises [illegible] doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite i[illegible]ication that the informant furnished unreliable information to the Bur[illegible]u while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

[T.] CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, ad[illegible]ess, business affiliation, symbol number, reason for assigning a [illegible]bol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential sourc[illegible] e.g., "Richard Roe, CS." Communications relating to espionage [illegible] foreign nationality matters should in addition h[illegible] a charac[illegible] indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. In[illegible] cards on form FD-348 like those prepared for informants must be [illegible]e up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every six months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, item 3b, for form of letter.
   b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every six months. See 107N, item 3b, for form of letter.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1635

5. Listed below are all of the Bureau offices and the dates annual letters should be submitted:

Office	Dates
Albany	January 15
Albuquerque	" "
[Alexandria	" "]
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	[illegible]
Las Vegas	[illegible] "
Little Rock	June [illegible]
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City	August 15
Omaha	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1636

P. LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau of the date when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section [19,] volume [II,] of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those casesin which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

NW 88321 DocId:32989529 Page 1637

. . . s

. . . ach informant who submits statements, written . . . oral, except in . . . ge or foreign nationality matters where a . . . is necessary . . . those instances involving possible prosecution. . . . original . . . each statement, whether personally written by the informant . . . furnished orally and reduced to writing by contacting agent, should be filed in this subfile. Executed form FD-306 . . . a channelizing . . . orandum containing all applicable items set forth on form FD-306 should be stapled . . . the original of each such statement.

b. Holes . . . e punched in original statements . . . informant . . . for secure filing, . . . care must be taken to prevent obliteration . . . any portion of statements or notations thereon.

5. Channelization

. . . erpts from the informant's statement are to be included . . . the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

7. Dissemination . . . information

Information su . . . ted by informants, potential informants, confidential sources, or so . . . es of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

9. Maintenance of files

a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.

b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.

c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.

d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1638

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
   a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to [$400] and totaling not more than [$400] on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
   b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
   d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling [$400.]
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
      (1) Recommendation
      (Use following wording as nearly as possible: "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1639

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. in behalf of foreign principal, that he is able to obtain and does provide current information of value; or furnish pertinent foreign intelligence data of value on a regular basis.

2. Potential security informant
Individual in a po[illegible] to become active in a subversive organization or espionage or in[illegible]gence activities in the U. S. in behalf of foreign principal or can b[illegible] closely associated therewith, or is in a position to secure pertinent [illegible]reign int[illegible]ence data, and is making affirmative effort through associations or co[illegible]cts so that he can be in a position actively to obtain and furnish current information to Bureau.

3. Double agent
A specia[illegible]d type of security informant; a person who is cooperating with, rec[illegible]ing assignments from, and performing tasks for both a foreign intellige[illegible] service and the Bureau under the Bureau's guidance.

4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of the Bureau but merely obtain and furnish information readily available to them.

[[5. Panel source
[An individual who is not involved in a subversive group but who will attend
[[illegible] public gatherings in behalf of the FBI for intelligence purposes or
[[illegible] potential witness]

B. SOURC[illegible] POTENTIAL SECURITY INFORMANTS
Informa[illegible] should be developed on all organizations and individuals that are ini[illegible]l to the internal security. Ex[illegible]rience has shown that potential informan[illegible] may be obtained through alertn[illegible] in the course of normal investigative a[illegible]tivity. Live informant coverage [illegible]ends for the most part upon initiat[illegible] and resourcefulness of individual Agents and SACs. For assistance in obta[illegible]g potential informants, the following is suggested:

1. Ev[illegible]tion of
   a. [illegible]plainants in security matters
   b. [illegible]rsons interviewed in connection with security cases
   c. [illegible]ubjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. [illegible]reau applicants as possible informants
   e. [illegible]sonal friends and contacts of Special Agents and other Bureau [illegible]loyees
   f. [illegible]rces of information, confidential sources, and contacts on con[illegible]tinuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications [illegible] disaffection on the part of Communist Party members. They, of course, sh[illegible] not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only few meetings of [illegible] front. Such individuals frequently are innocent of [illegible]mmunist propensities, yet they have a basis for cultivating the acquaintance of party members.

NW 88321 DocId:32989529 Page 1640

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

C. INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an [FD-165] form which should be transmitted to the Identification Division to obtain any record he may have [and to place a stop against his fingerprints if they are on file.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

NW 88321 DocId:32989529 Page 1641

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1642

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1643

U. PANEL SOURCES

1. Definition

   See page 3 of this section.

2. Background investigation and approval

   a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

   b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

   c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:

      (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

      (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him

      (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.

   d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.

3. Administrative handling

   a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.

   b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.

   c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.

   d. Only Agents designated in particular case should contact panelists.

   e. Every six months submit letter of justification[(FD-401)]to Bureau requesting continuation of payments to panel source. See section [130G, item 2b,]of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

   f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.

   g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.

   h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

V. CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1644

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

[T.] CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1645

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every six months a letter of justification[(FD-401)]should be submitted to Bureau requesting continuation of payments to security confidential sources. See[section 130G, item 2b, of this manual] for form of letter.
   b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification[(FD-401)]should be submitted to Bureau every six months. See[section 130G, item 2b, of this manual] for form of letter.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1646

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every six months a letter of justification[(FD-401)]should be submitted to the Bureau requesting continuation of payments. Follow[instructions set forth in section 130G, item 2b, of this manual.]

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1647

4. Six-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication[(FD-401)]must be transmitted to the Bureau every six months after the date of designation containing the same information set out in[section 130G, item 2b, of this manual]except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in[section 130G, item 2b, of this manual.]

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1648

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.
6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1649

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
[[For instructions regarding payments under SAC authority, refer to section
[130G, item 1, of this manual since comparable instructions apply to security
[informants and sources as those set forth for racial informants and sources.]
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b.
[In requesting[authorization for payments, a justification must be fur-
[nished Bureau. For this purpose, use form FD-401 and execute in accord-
[ance with instructions for racial informants and sources contained in
[section 130G, item 2b, of this manual. Justification for payments,
[of course, is based on activity of informant, potential informant, or
[source in matters having primarily a security rather than racial in-
[terest. In espionage and foreign nationality matters use subheadings,
[where applicable.]

NW 88321 DocId:32989529 Page 1650

G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
   a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
   b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
   c. They should be submitted as quickly as possible after a meeting or activity.
   d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
   e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
   f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. [In those instances in which informant's statement contains references to a large number of individuals and/or organizations, and statement exceeds two pages in length, consideration should be given to channelizing to a substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire informant's statement should be filed in informant's subfile. This procedure should save filing space, time of reviewing files, and should be employed unless a logical reason dictates otherwise.]
   g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testmony.
   h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
   a. Written by informant
      (1) May be in handwriting or hand printing of informant or typed.
      (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
      (3) Prepare on paper devoid of any Bureau markings or identification.
      (4) Date when informant prepares statement should be placed at the top of it.
      (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

NW 88321 DocId:32989529 Page 1651

U. PANEL SOURCES

1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
   b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
   c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
      (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
      (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
      (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
   d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
   a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
   b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
   c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
   d. Only Agents designated in particular case should contact panelists.
   e. Every six months submit letter of justification (FD-401) to Bureau requesting continuation of payments to panel source. See section 130G, item 2b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
   f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
   g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
   h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1652

[V. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 21 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with a potential student security informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands that FBI has no interest in legitimate institution or campus activities. Taking this statement should place Bureau in a position to refute possible subsequent false allegations as to nature and purpose of source's cooperation with FBI.
2. Quarterly letters
   a. Beginning 1-1-70, submit quarterly letters on each student and teacher authorized by Bureau for contact as a security informant, potential security informant, or other sources (including panel sources). (Quarterly letters are not to take place of or be combined with six months' payment justification letters.) Include following in quarterly letters:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters of security and racial informants should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter concerning security sources:
      (1) Number of security informants, potential security informants, and other security sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources
3. Responsibility for well-planned coverage
   Each office must have a continuous and well-planned program to obtain necessary coverage at institutions of learning so that Bureau can fulfill its obligations. Care with which this must be done in no way lessens responsibility of each individual field office to have proper coverage.

[W.] CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1653

U. PANEL SOURCES

1. Definition

   See page 3 of this section.

2. Background investigation and approval

   a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

   b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

   c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:

      (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

      (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him

      (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.

   d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.

3. Administrative handling

   a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.

   b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.

   c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.

   d. Only Agents designated in particular case should contact panelists.

   e. Every six months submit letter of justification (FD-401) to Bureau requesting continuation of payments to panel source. See section [130H,]item 2b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

   f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.

   g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.

   h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1654

[V. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 21 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with a potential student security informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands that FBI has no interest in legitimate institution or campus activities. Taking this statement should place Bureau in a position to refute possible subsequent false allegations as to nature and purpose of source's cooperation with FBI.
2. Quarterly letters
   a. Beginning 1-1-70, submit quarterly letters on each student and teacher authorized by Bureau for contact as a security informant, potential security informant, or other sources (including panel sources). (Quarterly letters are not to take place of or be combined with six months' payment justification letters.) Include following in quarterly letters:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters of security and racial informants should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter concerning security sources:
      (1) Number of security informants, potential security informants, and other security sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources
3. Responsibility for well-planned coverage
   Each office must have a continuous and well-planned program to obtain necessary coverage at institutions of learning so that Bureau can fulfill its obligations. Care with which this must be done in no way lessens responsibility of each individual field office to have proper coverage.

[W.] CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1655

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

[T.] CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
   a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files
   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1656

5. Utilization
   a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
   a. Every six months a letter of justification (FD-401) should be submitted to Bureau requesting continuation of payments to security confidential sources. See section[130H,]item 2b, of this manual for form of letter.
   b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
   c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification (FD-401)]should be submitted to Bureau every six months. See section[130H,]item 2b, of this manual for form of letter.
7. Gifts
   Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
   Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

NW 88321 DocId:32989529 Page 1657

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments. Follow instructions set forth in section [130H,]item 2b, of this manual.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1658

4. Six-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication[(FD-401)]must be transmitted to the Bureau every six months after the date of designation containing the same information set out in[section 130G, item 2b, of this manual]except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in[section 130G, item 2b, of this manual.]

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1659

4. Subfiles
   a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies [of FD-306 as needed for [channelization]and staple one copy to each copy of the informant's statement being channelized. Channelization should be [noted on original FD-306 and on all copies.
6. Channelizing memoranda - destruction of
   For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
   Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence
   Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
   a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
    From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
    Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

NW 88321 DocId:32989529 Page 1660

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant
Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants
   a. Gifts should not be given to informants since such actions might be misconstrued.
   b. Relationship between Agents and informants shall be maintained on a businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority to pay informants
For instructions regarding payments under SAC authority, refer to section [[130H,]item 1, of this manual since comparable instructions apply to security informants and sources as those set forth for racial informants and sources.
3. Payments on continuing basis - Bureau authority
   a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
   b. In requesting authorization for payments, a justification must be furnished Bureau. For this purpose, use form FD-401 and execute in accordance with instructions for racial informants and sources contained in [section[130H,]item 2b, of this manual. Justification for payments, of course, is based on activity of informant, potential informant, or source in matters having primarily a security rather than racial interest. In espionage and foreign nationality matters use subheadings, where applicable.

NW 88321 DocId:32989529 Page 1661

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments. Follow instructions set forth in section [130H,]item 2b, of this manual.

e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

h. Discontinuance of payments
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

i. Extraordinary expenses
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

NW 88321 DocId:32989529 Page 1662

4. Six-month evaluation of informants not paid on Bureau authority
If the informant is not being paid on Bureau authorization, a communication (FD-401) must be transmitted to the Bureau every six months after the date of designation containing the same information set out in section [[130H,]item 2b, of this manual except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is [necessary regarding only those applicable items in section[130H,]item 2b, of this manual.

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. Receipts are not to be witnessed by another Agent.
   d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
   e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
   c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
   d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

NW 88321 DocId:32989529 Page 1663

[3. Responsibility for well-planned coverage
[Each office must have continuous and well-planned program to obtain
[necessary coverage at institutions of learning so that Bureau can fulfill
[its obligations. Care with which this must be done in no way lessens
[responsibility of each field office to have proper coverage.
[
[V. CLASSIFICATION - 134

NW 88321 DocId:32989529 Page 1664

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. Symbol number may be assigned if unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY-000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1665

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.

5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 21 years are not to be developed as security informants or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

2. Quarterly letters
   a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters on all racial and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
      (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources

NW 88321 DocId:32989529 Page 1666

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, racial informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must dictate memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

NW 88321 DocId:32989529 Page 1667

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition

   See page 3 of this section.
2. Assignment of symbols
   a. Symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, racial, and criminal informants.

NW 88321 DocId:32989529 Page 1668

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. ANNUAL LETTER

1. Submit annual letter to Bureau including following:

a. Symbol numbers of all informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If confidential source has no symbol number, list name.

b. Symbol numbers of all informants not paid under Bureau authority

c. Comment concerning present informant coverage of office, together with information concerning actions being taken to improve coverage

d. List under "Headquarters City" and each resident agency all subversive organizations broken down into each division, such as clubs, committees, and chapters.

NW 88321 DocId:32989529 Page 1669

Under each unit show approximate membership and symbol numbers and positions of informants affording coverage. Where no informant coverage exists or is provided by sources who are not members, so indicate.

Include any additional pertinent information that may be helpful in overall evaluation, such as informants in other divisions who are occasionally used and highly placed informants who furnish area-wide, national, or international information.

2. Listed below are dates annual letters are to be submitted by respective offices:

Office	Dates
Albany, Albuquerque, Alexandria, Anchorage	January 15
Atlanta, Baltimore, Birmingham	January 31
Boston, Buffalo, Butte	February 15
Charlotte	February 28
Chicago	January 31
Cincinnati, Cleveland	February 28
Columbia, Dallas, Denver	March 15
Detroit, El Paso	March 31
Honolulu, Houston	April 15
Indianapolis, Jackson	April 30
Jacksonville, Kansas City	May 15
Knoxville, Las Vegas	May 31
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis, Miami	June 30
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City, Omaha	August 15
Philadelphia, Phoenix	August 31
Pittsburgh, Portland	September 15
Richmond, Sacramento	September 30
St. Louis, Salt Lake City	October 15
San Antonio, San Diego, San Francisco	October 31
San Juan, Savannah, Seattle	November 15
Springfield, Tampa, Washington, D. C.	November 30

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1670

O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice.
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

NW 88321 DocId:32989529 Page 1671

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
   a. He will no longer be operated by Bureau
   b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
   c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
   d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

   Advise Bureau results of such interview and comment on its possible effectiveness.

   Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

NW 88321 DocId:32989529 Page 1672

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.

b. Receipts should clearly show:
   (1) Date on which payment was made
   (2) Period for which made when informant is paid on period basis
   (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
   (4) Name of Agent making payment
   (5) Signature of person receiving money

c. Receipts are not to be witnessed by another Agent.

d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.

e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.

6. Income tax returns

a. Advise informants who receive compensation for their services to Bureau that such compensation must be reported as income when filing an income tax return.

b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.

d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.

e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

NW 88321 DocId:32989529 Page 1673

(4) Number of statements submitted
Combine total number of oral and written statements submitted and show only total number.

(5) Stability and reliability
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."

(6) Indoctrination against disclosure
If informant has been indoctrinated against disclosure, check positive box.

(7) Percentage of information verified
Show percentage of information furnished by informant which has been verified through other sources.

(8) All necessary action taken on information furnished
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."

(9) Summary of information furnished
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.

(10) Miscellaneous
Furnish any change in informant's residence and employment, steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.

c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.

d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.

e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.

f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.

g. Discontinuance of payments
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.

h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.

5. Receipts
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

NW 88321 DocId:32989529 Page 1674

[K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
   c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of informant on such cards.
4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.
7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1675

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.

10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.

11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS

1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group.
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1676

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "OS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY-000-S to NY-000-C or to NY-000-R).
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

NW 88321 DocId:32989529 Page 1677

b. Symbol number index
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol: (Informant, potential informant, or confidential source)	File No:
Name:	

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index maintained, separate index card is to be prepared on each informant and source included.
   c. Cards should contain brief background data and identity of Bureau communication showing background data.
   d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index
   a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
   b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
   d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
   e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
   f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
   g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
   h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
   i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1678

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.

(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

(3) Prepare on paper devoid of any Bureau markings or identification.

(4) Date when informant prepares statement should be placed at top of statement.

(5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.

(6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.

(7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in body of statement by his true name and use third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.

(12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

(2) Prepare on paper devoid of Bureau markings or identification.

(3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

NW 88321 DocId:32989529 Page 1679

(4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.

(5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.

(6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.

(7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.

c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.

d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.

e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

a. All lead information obtained from informant must be run out to logical conclusion.

b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.

b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.

d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

NW 88321 DocId:32989529 Page 1680

   d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
   e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation
   a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.
   b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

> I, ________, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.
>
> (Signed) ________ ____________
>
> Witnessed: ________________

8. Execution of party questionnaires
   Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeoparidze their position as informants. If necessary, each item in questionnaire should be discussed with informant.

9. Informant's activity in organizations
   a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
   b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
   c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
   d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

NW 88321 DocId:32989529 Page 1681

10. Transfer of informants to other areas
    a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
    b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
    a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
    b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
    c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
    a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
    b. Such requests should be reported immediately to contacting Agent and made matter of record.
    c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
    d. Promptly report any such incident to Bureau.
13. Preparation for testifying
    Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
    a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
    b. Specific instructions must be given to informants concerning preparation of statements containing their information.
    c. They should be submitted as quickly as possible after meeting or activity.
    d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
    e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
    f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise.

NW 88321 DocId:32989529 Page 1682

5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under section 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
   Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents
   Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
   No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
   All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
   During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
   Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1683

4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1684

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS
1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Do not submit on UACB basis. Include physical description.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
   e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to Bureau.
4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.

NW 88321 DocId:32989529 Page 1685

A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
   Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
   Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
   Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
   Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1687

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1688

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. Symbol number may be assigned if unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY-000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1689

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.

5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of [18] years are not to be developed as security informants, [potential security informants,]or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

2. Quarterly letters
   a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters on all racial and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
      (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources

NW 88321 DocId:32989529 Page 1690

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
    a. He will no longer be operated by Bureau
    b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
    c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
    d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

    Advise Bureau results of such interview and comment on its possible effectiveness.

    Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

NW 88321 DocId:32989529 Page 1691

O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. [Remove flash notice [per item F, 6, e of this section.]
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

NW 88321 DocId:32989529 Page 1692

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters["CS"]for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY-000-S to NY-000-C or to NY-000-R).
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

NW 88321 DocId:32989529 Page 1693

b. Symbol number index
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol: (Informant, potential informant, or confidential source) — File No:

Name:

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"

a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

b. If such index maintained, separate index card is to be prepared on each informant and source included.

c. Cards should contain brief background data and identity of Bureau communication showing background data.

d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index

a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.

f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1694

b. Symbol number index
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol: (Informant, potential informant, or confidential source) File No:

Name:

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"

a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

b. If such index maintained, separate index card is to be prepared on each informant and source included.

c. Cards should contain brief background data and identity of Bureau communication showing background data.

d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index

a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.

f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1695

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-R).
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index

   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index

      In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

NW 88321 DocId:32989529 Page 1696

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, racial informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
   1. Definition
      See page 3 of this section.
   2. Background investigation and approval
      a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

NW 88321 DocId:32989529 Page 1697

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. Symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, racial, and criminal informants.

NW 88321 DocId:32989529 Page 1698

(4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.

(5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.

(6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.

(7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.

c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.

d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.

e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

a. All lead information obtained from informant must be run out to logical conclusion.

b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.

b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.

d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

NW 88321 DocId:32989529 Page 1699

tions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise.

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information
 a. Written by informant
  (1) May be in handwriting or hand printing of informant or typed.
  (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
  (3) Prepare on paper devoid of any Bureau markings or identification.
  (4) Date when informant prepares statement should be placed at top of statement.
  (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
  (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
  (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
  (8) Agents' names should never appear on any page.
  (9) Informant should refer to himself in body of statement by his true name and use third person.
  (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
  (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
  (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
   (a) Any reference concerning Director and Bureau
   (b) References to other documents and statements submitted by informant
   (c) Obvious administrative material, such as operational instructions given by contacting Agent

  Such data should be furnished orally by informant and recorded in memorandum form for informant file.

 b. Furnished orally by informant
  (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
   (a) Any reference concerning Director and Bureau.
   (b) References to other documents and statements submitted by informant
   (c) Obvious administrative material, such as operational instructions given by contacting Agent

  Such data should be recorded in memorandum for informant file.
  (2) Prepare on paper devoid of Bureau markings or identification.
  (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

NW 88321 DocId:32989529 Page 1700

10. Transfer of informants to other areas
   a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
   b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
   a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
   b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
   c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
   a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
   b. Such requests should be reported immediately to contacting Agent and made matter of record.
   c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
   d. Promptly report any such incident to Bureau.
   e. [If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.]
13. Preparation for testifying
   Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
   a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
   b. Specific instructions must be given to informants concerning preparation of statements containing their information.
   c. They should be submitted as quickly as possible after meeting or activity.
   d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
   e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
   f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those por-

NW 88321 DocId:32989529 Page 1701

d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation

a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.

b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

> I, ________, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) ________ ____________

Witnessed: ________________

8. Execution of party questionnaires

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeoparidze their position as informants. If necessary, each item in questionnaire should be discussed with informant.

9. Informant's activity in organizations

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

NW 88321 DocId:32989529 Page 1702

4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1703

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
   Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents
   Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
   No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
   All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
   During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
   Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1704

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Do not submit on UACB basis. Include physical description.
   [a. If the individual is a student, include separate paragraph clearly setting forth the number of racial and/or security informants, the number of potential racial and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.]
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
   e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1705

[A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

[B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

[C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1706

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.

10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.

11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS

1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."

3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group.
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1707

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
   c. Maintain individual files on all active informants as pending active files.

2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.

3. Assignment and tickler cards
   [Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.

4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-305 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.

6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.

7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.

8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1708

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

[[f. [A symbol number should be assigned from the time any step is taken to develop an individual as a panel source.] Use abbreviation "PS" before symbol number, e.g., PS NY-000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1709

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.

5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

2. Quarterly letters
   a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   b. Quarterly letters on all[extremist]and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
      (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources

NW 88321 DocId:32989529 Page 1710

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, [extremist]informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must[certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
   1. Definition
      See page 3 of this section.
   2. Background investigation and approval
      a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

NW 88321 DocId:32989529 Page 1711

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. [A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.]
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, [extremist,]and criminal informants.

NW 88321 DocId:32989529 Page 1712

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.

[4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.

5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1713

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of/
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1714

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

[2. [Deleted]

NW 88321 DocId:32989529 Page 1715

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1716

[2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.]

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1717

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

[M. MONTHLY AND QUARTERLY LETTERS

[1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

[a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.

[b. Number of Agents assigned exclusively to informant and source development.

[c. Money paid for services and expenses under SAC authority.

[d. Statistical accomplishments.

[e. Security informant accomplishments.

NW 88321 DocId:32989529 Page 1718

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. [In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.]
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1719

A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
   Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
   Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
   Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
   Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1720

[2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.]

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1721

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of [Voucher-Statistical Section, Computer Systems Division.] Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.
b. Number of Agents assigned exclusively to informant and source development.
c. Money paid for services and expenses under SAC authority.
d. Statistical accomplishments.
e. Security informant accomplishments.

NW 88321 DocId:32989529 Page 1722

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING
1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

[2. [Deleted]

NW 88321 DocId:32989529 Page 1723

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit[secure teletype (Nitel)]to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

NW 88321 DocId:32989529 Page 1724

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must[certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
   1. Definition
      See page 3 of this section.
   2. Background investigation and approval
      a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

NW 88321 DocId:32989529 Page 1725

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition

   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by [secure teletype (Nitel)] giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1726

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.
5. Review armed services record if applicable. [FD-356 must be used in any routine check pertaining to informants making sure all references, such as symbol number, which would tend to identify individual as an informant are deleted.]
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
    a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
    a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
    b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
    c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
    d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1727

A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
   Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
   Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
   Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
   Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

NW 88321 DocId:32989529 Page 1728

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS
1. No gifts to informants
   a. Gifts should not be given to informants.
   b. Relationship between Agents and informants shall be maintained on businesslike basis.
   c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
   a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
   b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
   c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
   d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
   [e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.]
3. Payments on a regular basis - Bureau authority
   a. To pay anyone on a regular basis, obtain specific Bureau authorization.
   b. In requesting this authorization, use form FD-401:
      (1) Membership
      List current membership and position held in any subversive group.
      (2) Amount paid for services and expenses
      List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
      (3) Number of activities and persons on whom coverage is provided
      List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1729

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
   c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of
   [informant, [potential informant, panel source or confidential source] on such cards.
4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.
7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1730

4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1731

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
   Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents
   Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
   No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
   All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

[[5. All informants and sources are to be debriefed on at least a monthly
[basis regarding their knowledge of narcotics activities.]

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
   During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
   Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1732

[2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
   a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
   b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
   c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
   d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.]

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

NW 88321 DocId:32989529 Page 1733

(1) Correct, full name
(2) All aliases, code names, and symbol numbers
(3) First date of contact by your office
(4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
(6) Listing of any advances, refunds, and outstanding balances of advances
(7) Date of last contact by your office
(8) Whether individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.

c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.

d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of [Data Processing] Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.

8. Receipt of unemployment compensation

a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:

a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.
b. Number of Agents assigned exclusively to informant and source development.
c. Money paid for services and expenses under SAC authority.
d. Statistical accomplishments.
e. Security informant accomplishments.

NW 88321 DocId:32989529 Page 1734

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1735

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1736

[a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.

[b. Receipts should clearly show:

(1) Date on which payment was made
(2) Period for which made when informant is paid on period basis
(3) Total amount paid broken down into separate amounts for services or expenses where pertinent
(4) Name of Agent making payment
(5) Signature of person receiving money

[c. Receipts are not to be witnessed by another Agent.

[d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.

[e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.

[6. Income tax returns

a. Advise informants who receive compensation for their services to Bureau that such compensation must be reported as income when filing an income tax return.

b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.

d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.

e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.

[7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

NW 88321 DocId:32989529 Page 1737

(4) Number of statements submitted
Combine total number of oral and written statements submitted and show only total number.

(5) Stability and reliability
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."

(6) Indoctrination against disclosure
If informant has been indoctrinated against disclosure, check positive box.

(7) Percentage of information verified
Show percentage of information furnished by informant which has been verified through other sources.

(8) All necessary action taken on information furnished
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."

(9) Summary of information furnished
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.

(10) Miscellaneous
[[Furnish any change in informant's residence and employment[by secure teletype (nitel),]steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.

c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.

d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.

e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.

f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.

g. Discontinuance of payments
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.

h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.

5. Receipts
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

NW 88321 DocId:32989529 Page 1738

9. Use of informant by Department - filing correspondence re
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

L. PAYMENTS TO INFORMANTS
1. No gifts to informants
a. Gifts should not be given to informants.
b. Relationship between Agents and informants shall be maintained on businesslike basis.
c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to $400 and totaling not more than $400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling $400. Once individual has been paid $400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.
3. Payments on a regular basis - Bureau authority
a. To pay anyone on a regular basis, obtain specific Bureau authorization.
b. In requesting this authorization, use form FD-401:
(1) Membership
List current membership and position held in any subversive group. [If position identifies informant, submit separately by secure teletype (nitel).]
(2) Amount paid for services and expenses
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
(3) Number of activities and persons on whom coverage is provided
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

NW 88321 DocId:32989529 Page 1739

K. INFORMANT FILES

1. Opening
   a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
   b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
   c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report
   Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards
   Maintain assignment and tickler cards, but do not show true name of informant,[potential informant, panel source or confidential source] on such cards.
4. Subfiles
   a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
   b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
   Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of
   See Manual of Rules and Regulations.
7. Correspondence
   Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
   a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
   b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
   c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
   d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

NW 88321 DocId:32989529 Page 1740

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
b. Receipts should clearly show:
   (1) Date on which payment was made
   (2) Period for which made when informant is paid on period basis
   (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
   (4) Name of Agent making payment
   (5) Signature of person receiving money
c. Receipts are not to be witnessed by another Agent.
d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.

6. Income tax returns
a. [Advise informants who receive compensation for their services to the Bureau that such compensation must be reported as income when filing a Federal income tax form, and, where appropriate, state and local tax forms. Informants must be periodically advised of the above and complete details of any reported problem an informant has encountered with the taxing authorities are to be expeditiously furnished the Bureau.]
b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.

7. Stipulation re payments made to witnesses
a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

NW 88321 DocId:32989529 Page 1741

(4) Number of statements submitted
Combine total number of oral and written statements submitted and show only total number.

(5) Stability and reliability
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."

(6) Indoctrination against disclosure
If informant has been indoctrinated against disclosure, check positive box.

(7) Percentage of information verified
Show percentage of information furnished by informant which has been verified through other sources.

(8) All necessary action taken on information furnished
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."

(9) Summary of information furnished
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.

(10) Miscellaneous
[[Furnish any change in informant's residence and employment[by secure teletype (nitel),]steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.

c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.

d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.

e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.

f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.

g. Discontinuance of payments
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.

h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.

5. Receipts
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

NW 88321 DocId:32989529 Page 1742

nothing transpired of potential prosecutive value with respect to the individual, FD-306 should list the substantive case file number or should list subject's name and it will not be necessary to staple a copy of the informant's statement to FD-306.] When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.

(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.

(3) Prepare on paper devoid of any Bureau markings or identification.

(4) Date when informant prepares statement should be placed at top of statement.

(5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.

(6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.

(7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in body of statement by his true name and use third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.

(12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

NW 88321 DocId:32989529 Page 1743

10. Transfer of informants to other areas
    a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
    b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
    a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
    b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
    c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
    a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
    b. Such requests should be reported immediately to contacting Agent and made matter of record.
    c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
    d. Promptly report any such incident to Bureau.
    e. If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.
13. Preparation for testifying
    Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION
1. General instructions re oral and written information
    a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
    b. Specific instructions must be given to informants concerning preparation of statements containing their information.
    c. They should be submitted as quickly as possible after meeting or activity.
    d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
    e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
    f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. [In those instances in which an informant reports that an individual attended a meeting but took no active part therein and/or

NW-88321 DocId:32989529 Page 1744

d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. Control - statement of cooperation

a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.

b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

> I, ________, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) ________ ____________

Witnessed: ________________

8. Execution of party questionnaires

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeoparidze their position as informants. If necessary, each item in questionnaire should be discussed with informant.

9. Informant's activity in organizations

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

NW 88321 DocId:32989529 Page 1745

4. Contacts by Agents
   a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
   b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
   c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
   d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
   e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
   f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
   g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
   h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
   i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
   j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.
5. Checking reliability
   a. Reliability of all active informants must be constantly checked.
   b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
6. Fingerprints
   a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
   b. If informant refuses, do not force issue.
   c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1746

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
   [Do not develop informants among[active duty]military personnel.
2. Contacts by designated Agents
   Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
   No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
   All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
   During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
   During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
   Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1747

Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.
   b. Symbol number index
      This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
   c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
   d. Index cards
      Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

      Symbol: (Informant, potential informant, or confidential source) File No:

      Name:

   e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index maintained, separate index card is to be prepared on each informant and source included.
   c. Cards should contain brief background data and identity of Bureau communication showing background data.
   d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
   a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
   b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
   d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
   [e. [Deleted.]
   f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
   g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
   h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
   i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1748

H. SYMBOLS

1. Assigning numbers
   a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
   b. A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants. [Upon assigning a symbol number, Bureau should be immediately advised by secure teletype of the symbol number, informant's true name, available background information, and cover name, if assigned, for indexing purposes.]
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
   e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
   f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to extremist, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-E).
   g. An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.
2. Communications - use of symbols
   a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
   b. In all communications after initial [one,] Bureau and field office file numbers for informant must be set forth.
   c. In communications between offices, follow same procedure.
   d. Informants and sources entering another division
      (1) Active informants and sources entering another division on temporary basis should be referred to in initial secure teletype to interested office by true name and symbol number if necessary for other division to know identity. Such a teletype should not be routed to a Resident Agency. Office receiving such teletype should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
      (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
      (3) If informant is transferred to another office and remains active, his identity must still be protected.
   e. In communications concerning potential security informant when a symbol number is not used, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
   f. Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., Security Matter - Students for a Democratic Society or SM - SDS, Security Matter - Young Socialist Alliance or SM - YSA, Security Matter - Communist or SM - C, etc.). In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential

NW 88321 DocId:32989529 Page 1749

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1750

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must[certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

NW 88321 DocId:32989529 Page 1751

tions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise. [When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.]

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

(1) May be in handwriting or hand printing of informant or typed.
(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
(3) Prepare on paper devoid of any Bureau markings or identification.
(4) Date when informant prepares statement should be placed at top of statement.
(5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
(6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
(7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
(8) Agents' names should never appear on any page.
(9) Informant should refer to himself in body of statement by his true name and use third person.
(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
(12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
   (a) Any reference concerning Director and Bureau
   (b) References to other documents and statements submitted by informant

NW 88321 DocId:32989529 Page 1752

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:

(a) Any reference concerning Director and Bureau

(b) References to other documents and statements submitted by informant

(c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

(2) Prepare on paper devoid of Bureau markings or identification.

(3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

NW 88321 DocId:32989529 Page 1753

(4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.

(5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.

(6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.

(7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.

c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.

d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.

e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

a. All lead information obtained from informant must be run out to logical conclusion.

b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.

b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.

d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

NW 88321 DocId:32989529 Page 1754

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1755

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant,[extremist]informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments.
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must[certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records. Limit credit check of individual to identifying information only (name, address, former address, employment, former employment).

NW 88321 DocId:32989529 Page 1756

[A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

[B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

[C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. [Limit credit check of individual to identifying information only (name, address, former address, employment, former employment.)] Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

NW 88321 DocId:32989529 Page 1758

e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.

3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1759

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition
   See page 3 of this section.
2. Assignment of symbols
   a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
   c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
   d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
   e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

NW 88321 DocId:32989529 Page 1760

3. Index
   a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
   b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
4. Files
   When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
   a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
   b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
   c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
   d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of expected cooperation of individual and results of any interviews conducted with him
      (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
      (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
   a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
   b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must[certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
   c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
   Gifts should not be given to sources.
8. Discontinuance
   Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES
1. Definition
   See page 3 of this section.
2. Background investigation and approval
   a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military
[records. [Limit credit check of individual to identifying information
[only (name, address, former address, employment, former employment).]

NW 88321 DocId:32989529 Page 1761

b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.

c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:

(1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses

(2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him

(3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.

(4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

3. Administrative handling

a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.

b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.

c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.

d. Only Agents designated in particular case should contact panelists.

e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.

f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.

g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.

h. Advise Bureau of date panel source is discontinued and reasons.

T. DOUBLE AGENT OPERATIONS

1. Passage of information

a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.

b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.

c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.

2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.

3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

a. Newspaper or magazine article

b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)

4. Retention of copies of passed material
   a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
   b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
   c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
   d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.

5. Handling money and property received by double agents
   a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
   b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
   c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
   d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
   a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
   b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

2. Quarterly letters
   a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
      (1) Specific productivity
      (2) Specific information furnished not otherwise available from public source material or other office sources off campus
      (3) Frequency of contact
   [b. Quarterly letters on all[extremist]and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
      (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
      (2) An overall analysis of coverage afforded by campus informants and sources

NW 88321 DocId:32989529 Page 1763

[A. DEFINITIONS

1. Security informant
   Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant
   Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent
   Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source
   Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source
   Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

[B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
   a. Complainants or other persons interviewed in security matters
   b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   c. Personal friends and contacts of Bureau employees
   d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

[C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. [Submit by secure teletype (usually Nitel). Be brief and concise.] Do not submit on UACB basis. Include physical description.
   a. If the individual is a student, include separate paragraph clearly setting forth the number of [extremist] and/or security informants, the number of potential [extremist] and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
   a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
   b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
   c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
   d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
   e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1765

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1766

[4. Contacts by Agents
[a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
[b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
[c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
[d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
[e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
[f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
[g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
[h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
[i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
[j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

[5. Checking reliability
[a. Reliability of all active informants must be constantly checked.
[b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

[6. Fingerprints
[a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
[b. If informant refuses, do not force issue.
[c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

NW 88321 DocId:32989529 Page 1767

Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index
   Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice
   a. Alphabetical name index
      In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.
   b. Symbol number index
      This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
   c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
   d. Index cards
      Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

      Symbol: (Informant, potential informant, or confidential source) File No:

      Name:

   e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
   a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
   b. If such index maintained, separate index card is to be prepared on each informant and source included.
   c. Cards should contain brief background data and identity of Bureau communication showing background data.
   d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
   a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
   b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
   c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
   d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
   e. [Deleted.]
   f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
   g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
   h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
   i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1768

H. SYMBOLS

1. Assigning numbers

a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.

[[[b. [A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants.]

c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.

d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.

e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.

[[f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to[extremist,]etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY[000-E).]

[[[[g. [An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.]

2. Communications - use of symbols

a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.

b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.

c. In communications between offices, follow same procedure.

d. Informants and sources entering another division

[[[[(1) Active informants and sources entering another division on temporary basis should be referred to in initial[secure teletype] to interested office by true name and symbol number if necessary for other division to know identity. [Such a teletype should not be routed to a Resident Agency.] Office receiving such [teletype]should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.

(2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.

(3) If informant is transferred to another office and remains active, his identity must still be protected.

[e. In communications concerning potential security informant when a symbol number is not[used,]name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."

[[[[[[[f. [Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., Security Matter - Students for a Democratic Society or SM - SDS, Security Matter - Young Socialist Alliance or SM - YSA, Security Matter - Communist or SM - C, etc.).] In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential

NW 88321 DocId:32989529 Page 1769

[[W. FOREIGN COUNTERINTELLIGENCE (FCI) ASSETS
This subsection deals with the development and operation of human assets, a field referred to as Human Intelligence or HUMINT. FCI assets are to be handled exclusively under this subsection, except for the administrative instructions pertaining to informant indices, and monthly statistical letters, set out in Part I; such exceptions are noted herein.

1. Definitions
   FCI assets fall into two categories: informative assets and operational assets.
   a. Informative assets (IA)
      Individuals in position to furnish continuing information relative to the location, overt activities, and personalities of the targets of FBI investigations, e.g., doorman, garage attendant, neighbor, tradesman, rental agent, building superintendent, fellow employee, social contact, business contact, banker, ethnic community source, etc.; or individuals who have left or openly defected from a foreign country and can furnish information of intelligence value. An IA is not actively involved in an intelligence operation as such; should he become so involved he then could become an OA.
   b. Operational assets (OA)
      Individual actively involved in intelligence operations.

      This category includes but is not limited to the following individuals:
         Defector-in-place: A foreign official who overtly continues to work for his government and covertly provides information to us of intelligence value. A defector-in-place will in most instances be connected with a foreign government's intelligence service;

         Double agent: An OA who is cooperating with a foreign intelligence service on our behalf and under our control;

         Asset under development: Individuals selected for their apparent attractiveness to foreign intelligence services whom we attempt to put in contact with such services for operational exploitation, sometimes known as a "dangle operation"; or individuals already in contact with a foreign intelligence service who have an immediate potential for development into double agents.

      Adoption of the generic term OA does not preclude use of the specific terms, e.g., double agent, where applicable, in official communications.
2. Objectives of OA
   a. Penetration
      Penetration of legal and illegal networks, identification of intelligence personnel and targets; collection of information regarding methods of operations; collection of positive intelligence.

NW 88321 DocId:32989529 Page 1770

b. Control
-of information foreign intelligence services obtain;
-of recruitment, by creating Bureau-controlled OAs;
-of foreign operations, by keeping foreign intelligence services occupied handling our OAs.
c. Collection of evidence for prosecution
d. Deception (Disinformation)
Passing inaccurate or accurate information designed to cause foreign intelligence services to draw conclusions or initiate action to their disadvantage and/or to U. S. advantage.
e. Neutralization: to provide basis for persona non grata (PNG) action, exclusion, arrest or other disruptive action.
f. Collection by OA of personality characteristics data on foreign officials for purpose of defection analysis.

3. Individuals to be considered as OAs
a. Foreign officials in a position to furnish information of intelligence value. An intelligence officer (IO) is, of course, the most valuable OA. An official who is not an IO, while of lesser value, is still a highly desirable OA because of the positive intelligence and information on the personalities and activities of other officials that he can provide.
b. Agents of foreign intelligence services. When these individuals are identified, and the prospect and value of recruiting them outweighs any prosecutive potential, they should be seriously considered for development as OAs.
c. Contacts of foreign officials. When contacts of foreign officials are identified as being of interest to a foreign intelligence service, we should attempt to enlist their cooperation and direct them against that intelligence service.
d. Individuals who are particularly attractive to a foreign intelligence service. Our objective is to determine the specific interests of foreign intelligence services or individual IOs, and to then recruit asset(s) who would appear to that service or IO to satisfy their needs. Such assets must have potential for operation within a reasonably expected period of time.
e. Former assets who currently offer potential for exploitation.

4. Restrictions
FBIHQ authority is required prior to conducting detailed background investigation of any of the following individuals as an FCI asset, whether IA or OA. Of course, some investigation must initially be conducted, without disclosing our interest, to sufficiently identify the individual and generally assess his potential, so that FBIHQ can conduct a meaningful indices search and make an intelligent evaluation of the risks versus value involved.
a. Individual under 21 years of age
b. Official or employee of the United Nations or other public international organizations of a governmental or quasi-governmental nature
c. Official or employee of foreign diplomatic establishment or government

NW 88321 Docld:32989529 Page 1771

d. Faculty member of an institution of learning
e. Labor leader
f. Federal, state, or local government official
g. News media employee
h. Prominent entertainment figure
i. Prominent religious figure
j. Member of the U. S. Military
k. U. S. Government employee

After FBIHQ authority to conduct detailed background investigation has been received, and investigation completed, FBIHQ authority is also required to conduct initial interview of the above individuals, whether IA or OA.

5. Development of U. S. Military or other U. S. Government Personnel
Whenever it becomes desirable to develop a member of the U. S. Military or an employee of another Government agency as an FCI asset, FBIHQ notifies the respective military service or agency of our interest. To facilitate this notification the office desiring to develop such an individual should submit to FBIHQ 5 copies of an LHM setting out:
a. Proposed asset's name, rank or position, and current place of assignment.
b. Area of FBI interest in the asset, in general, and the foreign intelligence service, and official, if known, against which it is anticipated asset will be directed.
c. Extent of anticipated coverage to be provided by the asset, i.e., describe the services he will provide.
d. The last paragraph of this LHM should read:
"It is requested that no further dissemination of the foregoing be made without prior reference to FBI Headquarters. If you agree with our contemplated use of the above individual, please return a copy of this memorandum with your acknowledgement."
e. Members of the military: estimated time period within which you wish to utilize the asset; desirability that the asset remain in his current area of assignment for a specified period of time. Upon receipt of clearance from the military, FBIHQ will select code name for future use in identifying the asset. This code name will be furnished to military intelligence component at headquarters level and to FBI field divisions. Every 6 months thereafter, as long as the FBI has continuing operational interest in the asset, an LHM captioned with code name should be transmitted to FBIHQ, by routing slip captioned with informant's symbol number. The LHM is to contain a statement that the asset continues to be of operational use to the FBI, and a statement detailing any difficulties encountered in control or direction of the asset or a statement that no such difficulties exist.

NOTE: Generally, the U. S. Armed Forces may not be utilized to enforce the civilian criminal law; however, they may be utilized for foreign counterintelligence purposes. In foreign counterintelligence investigations in which there is a possibility of criminal prosecution, use of military personnel as assets might jeopardize successful prosecution, and all such cases must be discussed in detail with FBIHQ prior to utilization of such military assets.

NW 88321 DocId:32989529 Page 1772

"SECRET - NO FOREIGN DISSEMINATION"

[6. Development of personnel of foreign diplomatic establishment or international organization
Whenever it becomes desirable to develop an official or employee of a foreign diplomatic establishment or government, or of a public international organization of a governmental or quasi-governmental nature, who is not a national of a hostile country, e.g., Canadian, Argentinian, or U. S. United Nations Secretariat (UNSEC) employee to target against Soviet-bloc UNSEC employee, FBIHQ asks for authorization from State Department to conduct background investigation. FBIHQ must inform State Department of the proposed asset's name, rank or position, nationality, current place of assignment, and, generally, the type of use we intend to make of the asset. After authorization has been received and background investigation completed, if individual offers asset potential, submit results of background investigation in LHM and in cover communication request authority to interview. FBIHQ will then request authorization from State Department to interview.

7. Development
The development of assets depends on the individual circumstances of each situation. No rigid procedural steps or contact schedules can be imposed which will uniformly apply to all cases; however, the development should proceed with the objective of obtaining valuable results as quickly as feasible, consistent with maintaining the asset's security, credibility, and confidence, and with developing the asset's potential to its fullest.

8. Opening of asset files
Open a 134 file for all individuals at the time they are first considered for development as assets. This file should consist of two parts: a main file which will contain all identifying data, results of background investigation, personal status data, and administrative data; and a subfile which will contain at least one copy of all information provided by asset. The asset is not to be identified, beyond his symbol number, in subfile.

[Maintain files of all active assets as pending. Utilize FD-238 as unserialized top document in main file.

[Assignment and tickler cards must not reflect name of asset; use symbol and/or file number.

9. Maintenance of FCI asset files and indices
Maintain all FCI asset files, pending and closed, under lock and key under personal supervision of SAC, ASAC, or employee designated by SAC.

[Files of FCI assets will be included in calculation of delinquencies in monthly administrative report.

[FCI asset indices will be maintained according to the administrative instructions set out under section 107 J, part I, of this manual.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1773

"SECRET - NO FOREIGN DISSEMINATION"

10. Symbol numbers
Assign a symbol number to all individuals when first considered for development as asset. The symbol number is to consist of two-letter prefix identifying the office, a numerical sequence number (which will never be reassigned to another asset or informant), and suffix which describes the type of asset, e.g., NY 1001-OA (or IA). The numerical sequence is to be the same as that used for all other informants, e.g., potential security informant, security informant, criminal informant, etc. The suffix may change if the nature of the information provided changes, e.g., from IA to OA. Submit identity of asset and symbol number assigned to FBIHQ via coded "Nitel"; this is the only communication ever in which both asset's true name and symbol number are to appear together. Assets must not be informed of their symbol numbers.

11. Captions
In administrative communications dealing solely with asset, indicate in caption the character and the country concerning which the asset is reporting, e.g., NY 1001-OA, IS-R (Russia).

12. Background inquiries and interviews
a. Informative asset
Based on the type of information the IA can provide, the nature and extent of contact with him, and the IA's relationship with the target:
(1) Conduct sufficient background investigation to satisfy the SAC as to the IA's stability, suitability, reliability, and potential. For example, a more detailed background investigation is required for a social or business contact than for a doorman or building superintendent. A minimal background investigation should include appropriate police and field offices' indices checks.
(2) Request search of FBIHQ indices.
(3) Check NCIC.
(4) Submit FD-165 for search of FBIHQ identification records; make no reference to individual as IA on FD-165. Also utilize FD-165 to place stop.
(5) Outside of the restrictions set out in 4. above, interview IA prospect on SAC authority.

b. Operational asset
When an individual appears to have OA potential conduct the following background investigation commensurate with OA's security:
(1) Obtain pertinent data on OA's personal history (date and place of birth, nationality and citizenship, social security number or other identifying numbers, family status, names of immediate family, past and present residences, employments, etc.), and other data such as physical description, patriotism, health, reliability, stability, integrity, reputation, and business connections.
(2) Check appropriate police and field offices' indices.
(3) Request search of FBIHQ indices.
(4) Check NCIC.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1774

"SECRET - NO FOREIGN DISSEMINATION"

(5) Submit FD-165 for search of FBIHQ identification records; make no reference to individual as OA on FD-165; and also utilize FD-165 to place stop.

(6) If applicable, check armed services records, both at Military Personnel Records Center, St. Louis, Missouri, and at Defense Central Index of Investigations, Ft. Holabird, Maryland.

(7) Canvass logical sources, commensurate with OA's security.

(8) Upon completion of above investigation submit results to FBIHQ via coded teletype, preferably "Nitel," and interview UACB.

c. All leads to auxiliary offices must be sent and replied to, via coded teletype, preferably "Nitel," under caption utilizing asset's true name, followed by "IS-(country)." Do not set out asset's symbol number. Do not send copies of such leads of IAs to FBIHQ. Leads must be covered within 45 days; office of origin notify auxiliary offices of this time limit when setting out leads.

13. Authority to operate assets

IAs are approved and operated on SAC authority. Inform FBIHQ via coded "Nitel" when SAC approval given, and type of information IA can provide. OAs are approved and operated on FBIHQ authority. After interview of OA submit results of interview via coded "Nitel" requesting FBIHQ approval to operate. Detail OA's potential and your contemplated use of OA.

In exceptional cases, when the results of the interview and details of the OA's potential and contemplated use are voluminous, the practicality of "Nitel" and the relative security of the mails should be balanced against the sensitivity of the information and the security of the asset. Where the former factors prevail, submit summary by "Nitel" and full results and details by letter or airtel.

14. Contact with assets

Contact should be maintained commensurate with maximum productivity, security, and development of asset's further potential. If an asset has not been contacted for a period of 45 days, a memorandum to the SAC must be directed to the asset's main file stating the reason(s) why no contact was made.

Do not disclose to asset any information not essential to his operation.

15. Confidentiality of relationship

Emphasize to all assets that the effectiveness of the FBI's investigation, and in some instances his own personal security, depend on both sides maintaining the confidentiality of the relationship. If the asset feels he must disclose this relationship to another, e.g., wife, parent, employer, etc., or circumstances develop in which asset requests FBI to disclose the relationship to another, e.g., to an employer threatening dismissal of asset because of his affiliation with certain individuals or groups, notify FBIHQ with recommendation to disclose relationship and continue under these conditions or to terminate relationship with or without disclosing relationship, and reasons for recommendation.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1775

"SECRET - NO FOREIGN DISSEMINATION"

16. Reliability of assets
Reliability of all assets must be constantly checked. If any doubt exists concerning asset, give consideration to use of various investigative techniques to insure asset is completely reliable and is furnishing accurate information.
17. Assignment of pseudonyms
In sensitive cases, where necessary; if asset will sign reports or receipts; or if asset is an OA receiving operational funds from a foreign intelligence service or payment from the U. S. which requires bookkeeping records, assign pseudonym for these purposes.
18. Recording of information received from asset
When recording information from any asset in a communication prepared for dissemination, characterize the asset either as one "with whom contact has been insufficient to determine reliability," or as one "who has furnished reliable information in the past."
    a. Oral information
        (1) Information pertaining to asset's personal status is recorded in 134 main file, e.g., marital difficulties, change of employment, change of residence.
        (2) Information pertaining to operational administrative matters is recorded in asset's 134 subfile. When this data, e.g., location of meet sites, times of meets, any data which tends to identify asset, is furnished to FBIHQ, it should not be included in communications prepared for dissemination, but in cover pages. When the asset is a member of the military, submit, in addition to the communication for dissemination described immediately above, a communication for dissemination containing all operational administrative details for the information of the asset's service.
        (3) Information of intelligence value should be submitted to FBIHQ via appropriate communication, and, if of interest to other U. S. agencies or friendly foreign services, should be submitted to FBIHQ in form suitable for dissemination.
        (4) Execute and maintain form FD-209 in asset's main file concerning contacts with asset. If contacts produced information of intelligence value, record only date of contacts; if negative, record as such.
    b. Written information
        (1) Written information prepared by asset, or by FBI SA for signature of asset, pertaining to operational activities (not a written report passed by asset to his principal) must be dated at the top of page one and signed at the bottom of each numbered page by the asset using his pseudonym. This material may be maintained as an attachment to a serialized memorandum in the asset's subfile (punched holes are allowed), or in a 1a section of the asset's 134 subfile.
        (2) Information received in this manner should be devoid of FBI identification, block or time stamps, serialization number or other administrative markings.
        (3) Only the original need be maintained; asset must not keep a copy.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1776

(4) Any corrections, changes, erasures, additions, or deletions on original must be identified by asset using his pseudonym initials beside it.

(5) Handling FBI SA must not make any changes on the original or permit his name to be recorded therein.

(6) Written information pertaining to operational activities should not include administrative matters pertaining to asset's personal status.

(7) Handle recording of written information and contact with asset in same manner as detailed under recording of oral information.

19. Channelization of information of intelligence value received from the asset

Important factor in channelizing information of intelligence value received from the asset to substantive case files is the security of the asset.

Limit information in communication sent to substantive file to only that necessary for that case; i.e., do not send one comprehensive communication to several substantive files if to do so might compromise source or other individual. (Be aware that some of our documents are being made available in response to subpoenas, and the court is sometimes not allowing excision of material not pertinent to case in question. Consequently, other individuals or operations can be "blown" by revealing one such comprehensive memo.)

a. Extract information of value received from asset and channelize to substantive case files either inter- or intra-office by separate communications under substantive case captions.

b. A copy of all channelizing communications must be maintained in an asset's subfile.

20. Passage of documents, written report or oral information, to hostile foreign intelligence

Type of information to be passed depends on circumstances of particular operation, interests of involved foreign intelligence service, the credible access of the OA and the time element involved.

Great care should be given to the selection of information to be passed to insure the operation accrues to the overall benefit of the U. S.

a. Authority for passage

FBIHQ authority required for passage of all classified information and unclassified information prepared for limited use by concerned Federal and local governments, not intended for public consumption.

Above FBIHQ authority applies to passage of documents, written reports, and oral information.

SAC authority required for passage of material prepared by commercial concerns, Federal, and local governments for public distribution. Examples are: newspaper and magazine articles, pamphlets and brochures, photographs, background information on companies and organizations. If there is any doubt that material selected to be passed is not in the best interest of the U. S., submit material to FBIHQ for clearance; e.g., see Example (1) following.

NW 88321 DocId:32989529 Page 1777

"SECRET - NO FOREIGN DISSEMINATION"

b. Clearance requirements for information to be passed under FBIHQ authority
Submit original and 9 copies of LHM to FBIHQ bearing appropriate classification via cover communication with appropriate caption. Leave LHM uncaptioned; FBIHQ will insert code name caption.

The first paragraph of the LHM should read: "It is requested that clearance be granted for passage in this operation of the following items to a representative of (name of foreign intelligence service)."

If the information to be passed is a document, set forth an adequate description of it in the LHM.

Examples:
(1) Article entitled "Moon Rockets," prepared by physicist John Doe, January, 1972, issue of "_________," publication of American Rocket Society.
(2) Air Force Training Manual captioned "_________," dated July, 1972, classified "Secret."

In addition, also submit to FBIHQ, if possible, a true copy of document for review which will be returned after clearance by FBIHQ is obtained.

If the information to be passed is a written report prepared by OA, set forth report verbatim in the LHM.

If the information to be passed is oral, set forth oral information verbatim in the LHM.

If more than one item of information in any form is to be passed, number each item in the LHM.

The last paragraph of the LHM should contain the sentence: "The above data should not be further disseminated."

Upon receipt of LHM, FBIHQ will submit to appropriate authorities and request clearance. Reply will be promptly furnished to field.

c. Notification to FBIHQ of passage of document, written report, or oral information which required clearance
After passage, submit original and 9 copies of uncaptioned LHM bearing appropriate classification via cover communication with appropriate caption. FBIHQ will insert code name caption. In LHM refer to LHM which requested clearance. LHM should merely state, "On (date) our source transmitted the information detailed in referenced memorandum to (name of foreign intelligence service)."

If referenced memorandum detailed more than one item, do not list the items unless one or more was <u>not</u> passed. In such an instance list only those items that were passed.

The last paragraph of the LHM should contain the following sentence, "The above data should not be further disseminated."

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1778

d. Administrative handling of documents, written reports, and oral information selected for passage

(1) Documents and written reports
Field offices should retain a copy of document or written report passed which would be identified by OA as a true copy of item passed by him. No other marks, identifying data, staple or punch holes should be placed on field office copy.

When submitting document or written report to FBIHQ, identify it, in cover communication, as the actual item which will be passed or a copy.

To insure that the actual document to be passed is not contaminated by fingerprints of FBI personnel, maintain in plastic envelope when being handled in field office or when submitted to FBIHQ.

Documents obtained by FBIHQ or other field offices from commercial concerns or other government agencies which will be passed will be handled in similar fashion.

If copy of document is maintained on permanent basis by preparing concern or agency and available at a later date, no need exists to submit copy to FBIHQ or to maintain in field office file. If copy not maintained on permanent basis, a copy should be retained in field office file.

(2) Oral information
Oral information passed must be recorded in a signed statement or FD-302.

Purpose for preserving documents and written reports is for evidence in event of prosecution, persona non grata action, expulsion, etc.

21. Oral information received from debriefing asset
Oral information received upon debriefing an asset (i.e., not necessarily pertaining to information passed) must be recorded in a signed statement or FD-302.

22. Coverage of OA meets with foreign intelligence officer, co-opted worker, or agent.
Coverage of these meets is required except when prohibited by security or other overriding factors.

a. To cross-check the OA. We must be as certain as possible that the OA is reporting details of his meets accurately.
b. To verify identification of principal or agent and to gather information about modus operandi.
c. Consider use of photography and other technological surveillance techniques to provide data for improving future CI operations or improving chances for success of official actions, e.g., prosecution, persona non grata action.

Be aware that these meets are often covered by the principal's intelligence service using photography, radio intercepts, and possible electronic surveillance.

NW 88321 DocId:32989529 Page 1779

"SECRET - NO FOREIGN DISSEMINATION"

23. Disinformation
The passage of deceptive information by an OA is a complex operation which requires detailed planning and coordination between field office and FBIHQ. This technique should be employed only in OA operations in which the foreign intelligence service has apparently accepted the bona fides of the OA, when the benefit will clearly outweigh the risk to the overall OA operation.

24. OA cover story
Be aware that a foreign intelligence principal may interrogate an OA in great detail as to how he secured his information, his family situation, his modus operandi, motivation, etc. Handling FBI SA must adequately prepare an OA for this probability. The most credible cover story is the one which involves the least fabrication.

Unless security or other considerations dictate otherwise, the OA should personally obtain the information he passes.

25. Receipt of money or property by OA
Impress upon each OA that money or property received from a foreign intelligence principal or agent must be turned over to the FBI since retention of this money would put the OA in technical violation of Federal statutes, and this money may be used as evidence or exhibit. Compensation to the OA from the FBI for his cooperation is to be handled separately. Nominal or personal gifts, necessary for the OA's security and to maintain his relationship with the principal, may be given back to the OA by his handling FBI SA, following FBIHQ approval. Consider the desirability and feasibility of obtaining a signed statement from each OA reflecting his understanding of this requirement. The obtaining of such a statement is not mandatory, but desirable.

Department attorneys have advised that, while it is not necessary to preserve that actual currency received by an OA, it is highly desirable to do so in cases in which prosecution could ensue. Whether or not the actual currency is retained, obtain a written statement from the OA describing the currency received by denomination, series number, and serial number; and also make an independent record of such currency.

The above instructions are not to be interpreted to require the impounding of funds paid to an OA by a foreign government or foreign intelligence service for goods or services rendered by the OA in legitimate, business transactions.

26. Payments to FCI assets - either OA or IA
   a. When deemed necessary and expedient, each SAC is authorized to expend up to $400 to develop FCI assets. This money may be used to pay for services and/or expenses. This authority is renewable by FBIHQ if the initial $400 has been expended. Blue slip reclaiming payments from FBIHQ need not summarize information obtained since proliferation of this information could possibly jeopardize asset's security.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1780

"SECRET - NO FOREIGN DISSEMINATION"

b. FBIHQ authority
(1) If FCI asset is of such continuing value to justify regular payments, such payments must be approved by FBIHQ.
(2) When initially requesting regular payment, submit evaluation via coded "Nitel" in the following order:
(a) Amount paid to date, broken down into expenses and services
(b) Number of contacts with handling FBI SA since last evaluation
(c) Evaluation of stability and reliability
(d) Concise summary of most valuable information furnished since last evaluation
(e) Miscellaneous - changes in personal status, residence, employment, personal problems, etc., since last evaluation
(f) SAC recommendations for authority to pay asset for next six-month period; specify amount to be authorized for services and amount for expenses
(3) Continuation request should be made two weeks in advance of expiration of authority.
(4) Submit an interim request for increase in regular payments authorized via coded "Nitel," with full justification.

c. Receipts
When payments are made either on SAC authority or FBIHQ authority, obtain receipts whenever possible. If receipt cannot be obtained, set forth circumstances on blue slip at time reimbursement is claimed.
(1) Receipts should be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
(2) Receipts should show:
(a) Date when payment was made
(b) Period for which made when asset is paid on period basis
(c) Total amount paid broken down into separate amounts for services and expenses
(d) Name of FBI SA making payment
(e) Signature of asset receiving money using pseudonym assigned
(3) Receipts are not to be witnessed.
(4) If necessary to make corrections on receipts, they must be initialed by asset and not by FBI SA.
(5) When transmitting receipts and itemized statements of expenses to FBIHQ, staple them directly to blue slip so that all information on receipt can be read without detaching it from blue slip.

27. Evaluation of FCI assets
a. OA
Whether OA is paid (under either FBIHQ or SAC authority) or unpaid, submit coded "Nitel" every six months evaluating OA according to the format of 26. b. (2). If the OA has been paid during the preceding six-month period, merely set out the amount paid during that period (under 26. b. (2) (a)).

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1781

"SECRET - NO FOREIGN DISSEMINATION"

b. IA
  (1) Paid on FBIHQ authority
      Submit evaluation as instructed for OA above
  (2) Paid on SAC authority or unpaid
      Every six months submit memorandum to SAC evaluating IA according to the format of 26. b. (2).

c. Assets who are members of the military, whether IA or OA
   See 5. e.

28. Income tax returns
  a. Inform assets who receive compensation for their services to FBI that such compensation must be reported as income when filing an income tax return.
  b. FBI income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to asset's position and station in life.
  c. If asset is self-employed and files Schedule C as self-employed individual, it may be possible to include his FBI income with his self-employed income from other sources without revealing connection with FBI.
  d. If asset cannot report payments received from FBI for services without jeopardizing his security, such payments will be subject to 20 percent withholding tax. There are three categories in which taxes will not be withheld from payments to FCI assets:
    (1) For reimbursement of expenses
    (2) Under SAC authority
    (3) To assets who have been able to report FBI income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  e. When asset or former asset is considered as potential witness in FBI case, determine whether he paid Federal and state taxes on income he received from FBI for his services. If such taxes have not been paid, obtain all pertinent details and submit recommendations to FBIHQ for handling situation.

29. Receipt of unemployment compensation
    State law may require all applicants for unemployment compensation to list all sources of income. Payment of out-of-pocket expenses need not be listed as income when applying for unemployment compensation; however, payment for services must be listed. FBIHQ should be consulted in each case where this situation arises.

30. Monthly and quarterly letters
    For these administrative details, see section 107, part I, M, of this manual.

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1782

[31. Corrective action on false information

a. When it is determined that current asset or former asset has furnished false information, promptly inform FBIHQ of complete facts.

b. Set forth your suggestion relative to wording to be used in describing asset in future, such as "source of known unreliability" or "source who has furnished both reliable and unreliable information in the past."

c. FBIHQ will advise which designation to use; the field office will then proceed with review of all data furnished by asset and label information from him accordingly.

d. All communications containing information from asset which have been sent to FBIHQ, FBI field offices, and to outside agencies must be corrected. Corrective action should be taken by letter. Identify cases individually by title and character, together with dates of communications containing information from asset. Corrective letters should refer to specific report, page number, and change to be made. Amended pages should not be prepared unless you are so instructed by FBIHQ in accordance with instructions of part II, section 4, Manual of Rules and Regulations.

e. Instruct each field office which has made further dissemination of asset's information to follow instructions set forth above.

f. Set up control file regarding this corrective action and upon completion of same submit to FBIHQ final letter under asset's caption identifying each case by title, character, FBIHQ file number if known, and date of communication. This letter will be used to check all pertinent FBIHQ files to see that necessary corrective action has been taken.

g. If necessary, other field offices which have received information from asset should also be requested to submit summary letters showing what corrections have been made.

h. Occasionally, former asset through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was asset. It is not necessary to go back and change evaluation of information attributed to that former asset in absence of definite indication that he furnished unreliable information while he was asset.

i. Dissemination of information from assets of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

32. Discontinuance of assets

Advise FBIHQ under asset's symbol number caption when services of asset are discontinued.

NW 88321 DocId:32989529 Page 1783

"SECRET - NO FOREIGN DISSEMINATION"

[33. Discontinued assets

a. When services of asset are discontinued, mark name card "canceled." Destroy symbol card. Never destroy name card.

b. Refile name card in numerical order by symbol number in symbol number index. When discontinued asset is later reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of FCI asset index.

c. Inform FBIHQ of date when asset is discontinued and reason therefor, and whether or not asset is willing to testify in open court or before administrative hearing boards. Inform FBIHQ according to instructions in volume II, section 19, of this manual of identity of all Security of Government Employees cases in which asset has furnished information.

d. If the discontinued asset is a member of the U. S. Military or another U. S. Government employee, submit LHM to FBIHQ merely stating the fact of discontinuance. FBIHQ will use LHM to notify asset's headquarters.

e. Once asset is exposed in any manner, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth.

f. If a former asset furnishes information to an office other than the office which originally handled him, the new office should notify the old office of its intended use of the asset and request pertinent background information.

g. Remove flash notice on OA's (i.e., the stop placed via FD-165 when conducting original background inquiries on OA) one year after discontinuance.

[34. Classification - 134

"SECRET - NO FOREIGN DISSEMINATION"

NW 88321 DocId:32989529 Page 1784

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition

[[See page 3 of this section.]

2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications
[for confidential source. [Communications relating to espionage and
[foreign nationality matters should in addition have a character
[indicating the country involved; e.g.,]IS - R for Russia.]
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY--000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
   a. Index cards (3 by 5 inches) like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files

When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1785

5. Utilization
   a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
   b. [Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case,]confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. If such request is approved at the Bureau, a stamped notation is to be placed on the duplicate copy and this latter copy returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security and racial confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N,[3b,]for form of letter.
   b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   Gifts to sources shall not be reclaimed as blue slip items.
8. Discontinuance
   Advise Bureau when confidential source is discontinued, and the reasons therefor.

such activities, the Bureau will consider placing him in contact with a reliable publisher, but it must be made clear to the informant that the Bureau will not sponsor or endorse any book or publication which he elects to write.

9. All payments to discontinued security informants and confidential sources must be made on a strict c.o.d. basis. Obtain Bureau authority before making any such payments. In requesting Bureau authority for payments of this type, submit complete details as to the information furnished by the discontinued informant or source in the past and what is to be expected of the informant or source in the future.

10. Once an informant is exposed in any manner whatsoever he is no longer to be carried as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.

11. When an office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to the office which originally handled the informant so that the file of the ex-informant will be as complete as possible.

12. When an informant has been discontinued for cause, such as unreliability, he should not be contacted in the future for information. If such an individual furnishes information it should be accepted, but in setting out the information in reports or communications use the individual's true name, together with an appropriate description of his reliability.

[13. Remove flash notice per section F,[6.]

14. Repeated use of the same discontinued informant as a witness at security trials and hearings should be avoided. Make an all-out effort to develop witnesses who can furnish the same testimony as that expected of previously used witnesses. Advise Bureau of any indication by Government attorneys that an informant-witness who has previously testified will be called upon for testimony at a subsequent trial or hearing and furnish your comments concerning possibility of supplanting the testimony of individual involved. Submit communication under appropriate case character.

15. Every effort should be made to prevent a discontinued informant from becoming involved in situations which may prove embarrassing to informant or the Government. Immediately after he testifies for the first time, a serious talk should be had with informant by the SAC in the presence of the Agent who handled the informant. This interview should be conducted in the field office and informant told that:

a. He will no longer be operated by the Bureau
b. Since he is a public figure, he will probably be contacted by representatives of the press, radio, and television for interviews and appearances
c. He may be sought as a witness by congressional committees, by the Immigration and Naturalization Service, and by state authorities
d. (Firmly stress.) In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish the statements, for if he does so he will wind up in serious trouble.

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to the possibilities of former informant being contacted by representatives of publicity media and as a witness by congressional committees, INS, and state authorities. It will be the SAC's responsibility to know when a former informant is scheduled or is likely to appear at a hearing or make a public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above set forth reiterated by Agent who handled the informant. Emphasize to former informant that he must stick to the truth and make certain he can back up what he says, and if there is any deviation he will be subjected to harassment, criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as a Government witness in a case which has not been finally adjudicated and decides in the affirmative, he should contact the USA for instructions. Advise Bureau of any such situations and the results of any interviews conducted.

R. FURNISHING OF INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS conducts investigations of alien communists as required under the Immigration Act of 10-16-18, as amended. INS, in order to enforce this statute, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own cases and interests to make available information and witnesses where possible.
3. In this regard, if contacted by INS inquiring for informants and you have a discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to the Bureau, together with your recommendation.
4. The Bureau will then review all of the facts concerning such informant and advise as to whether or not his identity may be disclosed to INS.
5. Exercise care in recommending informants for disclosure to INS so that you will not find yourself without proper coverage.
6. Before any informant is turned over to INS, obtain informant's permission.

[S. CORRECTIVE ACTION[ON FALSE INFORMATION]

1. When it is determined that an informant or ex-informant furnished false information while an informant, advise Bureau by airmail of complete facts.
2. Set forth your suggestion relative to wording to be used in describing the informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with a review of all data furnished by the individual and label information from him accordingly.
4. All communications containing information from the informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify the cases individually by title and character, together with dates of communications containing the information.
6. If information was used in reports, corrective letters should be crystal clear and refer to the specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by the Bureau in accordance with part II, section 4, of the Manual of Rules and Regulations; corrective action should be called to the attention of other Bureau offices, outside agencies, and Bureau by letter.

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Washington, D. C.	" "

NW 88321 DocId:32989529 Page 1789

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

f. If the informant receives from outside employment less than[$4800,] all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and[$4800.]

g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.

7. Stipulation re payments made to witnesses

a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department tabulations of payments made to such prospective witnesses. The office handling prosecution must determine from the departmental attorneys what individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:

(1) The correct, full name
(2) All aliases, code names, and symbol numbers
(3) The first date of contact by your office
(4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
(5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses
(6) A listing of any advances, refunds, and outstanding balances of advances
(7) The date of last contact by your office
(8) Whether the individual has been contacted by any other office

b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.

c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.

d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

[9. Handling money and property received by double agents

a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.

b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name or number.

c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.

d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.]

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

(2) Residence and employment (If no change since last justification letter, merely state "no change.")
(3) Current membership in subversive organizations
(4) Summary of information furnished and/or services rendered during pertinent period
(5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
(6) Type and number of meetings attended and other activity
(7) Number of written and oral statements submitted (List separately.)
(8) Information furnished of unusual value
(9) Approximate number of persons on whom informant furnished coverage and their importance
(10) Informant's potential for advancement
(11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
(12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
(13) All necessary action taken on information furnished
(14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.

d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.

[e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.

f. In order for this system to function properly, payment letters must be explicit.

g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.

[h. [Discontinuance of payments]
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.

[i. [Extraordinary expenses]
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. [Four-month evaluation of informants not paid on Bureau authority]
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth.
[In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.]

5. Receipts
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so.
   a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
   b. Receipts should clearly show:
      (1) Date on which payment was made
      (2) Period for which made when informant is paid on a period basis
      (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
      (4) Name of Agent making payment
      (5) Signature of person receiving the money
   c. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns
   a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
   b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
   c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
   d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of $400 or more. If an informant receives less than $400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives[$4800]or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
   e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

NW 88321 DocId:32989529 Page 1794

4. [Subfiles]
   a. A subfile is required on each informant who submits statements, written or oral,[except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution.] The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
   b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

5. [Channelization]
Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

6. [Dissemination of information]
Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions[showing]the subject matter of the information.

7. [Correspondence]
Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

8. [Maintenance of files]
   a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
   b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
   c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
   d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

9. [Use of informant by Department - filing correspondence re]
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence[showing]this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

10. [Form FD-238]
Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and is not to be serialized.
[[If a particular section of this form is not applicable, such should be
[noted thereon. If it later becomes applicable, the serial number can be
[noted at that time.]

[11. [Bulky material submitted by informant]

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

[N. PAYMENTS[TO INFORMANTS AND HANDLING MONEY RECEIVED]

[1. [No gifts to informants]

a. Gifts should not be given to informants since such actions might be misconstrued.

b. Relationship between Agents and informants shall be maintained on a businesslike basis.

c. Expenditures for gifts to informants will not be approved as blue slip items.

d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

[2. [SAC authority to pay informants]

a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to $200 and totaling not more than $200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.

b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."

c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.

d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling $200.

[3. [Payments on continuing basis - Bureau authority]

a. To pay anyone on a continuing basis, obtain specific Bureau authorization.

b. In requesting this authorization, a justification must be set forth
[containing the following items and using the subheadings[shown.]
[[(In espionage and foreign nationality matters, use subheadings
[where applicable.)]

(1) Recommendation

(Use following wording as nearly as possible:
"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to $___(amount) per___(month, week) for services, plus up to $___(amount) per___(month, week) for expenses actually incurred for a period of ___months, effective ___(date).")

NW 88321 DocId:32989529 Page 1796

b. Symbol number index
  (1) The same official as set out in 1a (1) above is to maintain the symbol number index. This index shall contain a card for each individual to whom a symbol number has been assigned.
  (2) File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind the numerical symbol index.

c. The above indices (alphabetical name index and symbol number index) shall not be available for review by Agents seeking informant help in connection with their cases.

d. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by the official having custody of the cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of his activities and type of information he furnishes.

2. Index entitled "Informants and Sources in Other Divisions"
  a. A separate index may be maintained for the use of Agents on informants and sources in other divisions who may be available for assistance.
  b. If such index is maintained, a separate index card is to be prepared on each informant and source that has been furnished.
  c. These cards should contain brief background data, together with the identity of the Bureau communication which contains the complete background data.
  d. File these cards alphabetically by name and symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index
  a. An Agents' informative index may be maintained by the same official as set out in 1a (1) above for the use of Agents on the type of informant coverage in the division.
  b. File these cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
  c. Behind each geographical location there should be a guide card indicating the type of information which can be furnished, such as Communist Party, Civil Rights Congress, Polish Activity, etc.
  d. On this guide card set forth the symbol numbers of the informants and confidential sources who can provide this coverage.
  e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
  f. When an individual can provide more than one type of information, his symbol or identity (if a potential informant, confidential source, panel source, or source of information without a permanent symbol) should be set forth on as many guide cards as he may provide types of information.
  g. These guide cards should[show]the above data and it is permissible to place alongside the name or symbol number, as the case may be, the names of the contacting Agents to whom a request may be made for a specific check with the individual.
  h. Also, there may be set forth on these guide cards symbol numbers of informants who move outside a division and who still may be excellent sources regarding past activities. They should be declassified from informants to confidential sources or sources of information. If any such individual has moved from a division and is being utilized by the division to which he has moved and has received a symbol number from the latter division, such designation should be indicated on the guide card.
  i. The names or symbol numbers, as the case may be, of individuals contained in the index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on the appropriate guide cards in this index.

NW 88321 DocId:32989529 Page 1797

[4. [Currency and security]
All indices shall be maintained in a current status at all times in a manner which provides tight security of the information and yet makes it easily available to Agents having a need thereof.

L. INDEX CARDS

1. Index cards (3 by 5 inches) for the alphabetical name index shall be prepared as follows:

Name:
(Informant, potential informant, or confidential source)
Residence:
Telephone Number:
Business:
Telephone Number:
Type of Information:

Contacting Agent:
Alternate Agent:

Symbol No:

File No:

2. Index cards (3 by 5 inches) for the symbol number index shall be prepared as follows:

Symbol:
(Informant, potential informant, or confidential source)

Name:

File No:

3. Contacts with informants should not be posted on index cards since this information is[shown]in the informant's administrative file.

M. INFORMANT FILES

[1. [Opening]

a. When active investigation is initiated relative to an individual who has potential as an informant or confidential source and he is not the subject of a security-type file, a 134 classification file should be opened and maintained in a pending status until efforts to develop the subject are discontinued.

b. If an individual is the subject of a security case and after being interviewed with Bureau authority he indicates he is cooperative and has potentiality as an informant, a 134 file should be opened and maintained in a pending status while under development as a potential informant.
[[In espionage and foreign nationality matters the existing file may
[be used rather than opening a new 134 file if this is practical and
[will reduce paper work.]

c. Individual files on all active informants should be maintained and carried as pending active files.

[2. [Monthly administrative report]
Files on potential informants and informants shall be included in the tabulations and calculations of delinquencies in the monthly administrative report.

[3. [Assignment and tickler cards]

a. Assignment and tickler cards should be maintained.

b. The true name of informant is not to appear on the assignment and tickler cards.

d. All such material should be transmitted in the same manner as statements furnished by informant.

e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

[H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition
   a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
   b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
   c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass
   Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority
   Bureau authority must be obtained to pass any information in a double agent operation except:
   a. Newspaper articles
   b. Magazine articles
   c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
   a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
   b. Such material should be appropriately identified by the double agent.
   c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
   d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
   e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.]

I. SYMBOLS

1. [Assigning numbers]
   a. All informants should be designated by a permanent symbol number of which the Bureau must be advised.
   b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
   c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
   d. An additional cover name or number should be used by informant in signing his statements and in communications between the informant and the field office.
   e. Bureau should be advised of this cover name or number in addition to the permanent symbol.

NW 88321 DocId:32989529 Page 1799

[2. Communications - use of symbols]

a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.

b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.

c. In communications between offices, the same procedure is to be followed.

[d. Informants and sources entering another division]

(1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.

(2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.

(3) If an informant is transferred to another office and remains active, his identity must still be protected.

e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."

f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."

g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."

h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."

i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."

[j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.]

J. INDEXING

1. True names and aliases of all informants, as well as the cover name or number assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.

2. These index cards should[show]the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

K. INDICES

1. Alphabetical name index and symbol number index

a. Alphabetical name index

(1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.

(2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

NW 88321 DocId:32989529 Page 1800

(6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.

(7) Informant should identify each page at the bottom by affixing his code name or code symbol (not his permanent symbol number or true name). Any corrections, erasures, changes, or additions should be similarly identified.

(8) Agents' names should never appear on any page.

(9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.

(10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.

(11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.

(12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:

(a) Any reference concerning the Director and the Bureau
(b) References to other documents and statements submitted by the informant
(c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

(1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:

(a) Any reference concerning the Director and the Bureau
(b) References to other documents and statements submitted by the informant
(c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

(2) Prepare on paper devoid of any Bureau markings or identification.

(3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.

(4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.

(5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name or code symbol on each page. [In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.]

NW 88321 DocId:32989529 Page 1801

(6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).

(7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

3. Transmission[of information]

a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.

b. They should never be mailed to field office or resident agency.

c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.

d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.

e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.

f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.

g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.

h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

4. Handling of lead information

a. All lead information obtained from informant must be run out to a logical conclusion.

b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.

c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

[5. [Handling documentary]material furnished[by informants]

a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name or code symbol (not his true name or his permanent symbol number).

b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.

c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

NW 88321 DocId:32989529 Page 1802

b. As means of obtaining closer control, obtain signed statement set out below whenever feasible and practical. In those instances in which it is not practical to secure a signed statement from an informant or double agent, advise Bureau of complete details. The SAC and the Agent handling the informant or double agent should determine the appropriate time in the informant's operation when the statement should be completed.

> I, _____, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) _____ _____

Witnessed: __________

[8. Execution of party questionnaires]

a. Informants, particularly in Communist Party, ofttimes must execute "Party" questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants.

b. If necessary, each item in questionnaire should be discussed with informant to be certain his identity as informant is protected.

[9. Informant's activity in organizations]

a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.

b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of the organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.

c. Changes in the organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of the motivation behind such changes, but be certain opinions and suggestions given are labeled as such.

d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but at the same time they should be cautioned to do so in such a manner as to avoid suspicion.

[[10. Transfer of informants to other areas]

a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.

b. Keep in mind over-all coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, by all means encourage him to do so in order to provide a wider coverage for the Bureau's work.

[[11. Action by informant when uncovered]

a. If informant is uncovered by subversive elements, he should be instructed to defend himself vigorously and demand proof of his informant activity.

b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse the issue to the point where his services may not be lost. This procedure should be carefully handled and each situation considered on its merits.

c. In some cases it may be necessary for informant to acquiesce to charges of deviation from the strict discipline of the organization involved, as by so doing he may cast off suspicion.

NW 88321 DocId:32989529 Page 1803

[[12. Requests of informant to help defend others]
a. If a security informant is requested by the Communist Party, communists being prosecuted by the Government, or by other interested parties to assist in the preparation of the defense in subversive-type cases or receives assignment where such information is readily available, informant should tactfully decline such assignments.
b. Any such request received by informant should be reported immediately to the contacting Agent and made a matter of record.
c. If the informant cannot avoid becoming involved, he should be instructed not to report to the contacting Agent any information pertaining to defense plans or strategy.
d. Any such incident must be reported promptly to the Bureau.

G. INFORMANTS' INFORMATION
[1. General instructions[re oral and written information]
a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
c. They should be submitted as quickly as possible after a meeting or activity.
d. Written statements should be submitted whenever possible, but if such
[cannot be done information may be provided orally. [In espionage and
[foreign nationality matters written statements are usually necessary
[only in those instances involving possible future prosecution. (In
[the majority of cases diplomats or officials who are not subject to
[prosecution are involved.)]
e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will thus be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
h. See subsection M for instructions regarding filing informant statements.
[2. Recording[written and oral information]
a. Written by informant
(1) May be in handwriting or hand printing of informant or typed.
(2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
(3) Prepare on paper devoid of any Bureau markings or identification.
(4) Date when informant prepares statement should be placed at the top of it.
(5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

NW 88321 DocId:32989529 Page 1804

[4. [Recording investigative activity]
All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal or security. Agents must not have and use informants known only to the individual Agents personally.

[F. INDOCTRINATION,[DIRECTION,]AND CONTROL OF[SECURITY]INFORMANTS

[1. [Caution against divulging relationship]

a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.

b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.

[2. [Developing additional background]

a. During development of informant, additional data concerning his background should be continuously obtained from informant.

b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.

[3. [Handling indications of instability]

a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.

b. Set forth the steps being taken to prevent any embarrassment to Bureau.

[4. Contacts[by Agents]

[a. [Except in espionage and foreign nationality matters where the
[frequency of contact is dependent on the circumstances of each
[case,]informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.

b. If such frequent contacts cannot be established, obtain specific
[Bureau authority for an exception to this requirement[(except in
[espionage and foreign nationality matters).] In requesting such exception, set forth all attendant circumstances.

c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.

d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.

e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.

f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.

g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.

i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the unlisted office telephone number for emergency communication. [This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.]

j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.

k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.

l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.

m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.

n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.

5. [Checking reliability]

a. Reliability of informants must be constantly checked.

b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

c. Checks on reliability must be constantly reviewed during time informant is active.

6. Fingerprints

a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.

b. If informant refuses, do not force the issue.

c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.

e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. [Control - statement of cooperation]

a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

NW 88321 DocId:32989529 Page 1806

8. [Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K,6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.]
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

[D. INTERVIEWS[AND DEVELOPMENT OF]POTENTIAL[SECURITY]INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews[in their residences]should be conducted by two Agents[after specific approval of the]superior in the field office responsible for development of informants. [This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case,]potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. These progress letters should contain informative summary of information furnished during past four months and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These certifications may follow the wording suggested under section 107N,[3b, (11) and (12). (Refer to section 105K, 6h, (3), (b), volume IV, of this manual for exceptions to this rule in deseco matters.)]
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.

[11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

[12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.

13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.

14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.

15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.

16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.

17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.

18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

E. BUREAU POLICY

[1. Development of military personnel]
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.

[2. Contacts by designated Agents]
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]

[3. Divulging information to informant]
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

A. DEFINITIONS

1. Security informant
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
2. Potential security informant
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
[3. Double agent
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be; bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.]

[B. SOURCES OF POTENTIAL[SECURITY]INFORMANTS
Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
   a. Complainants in security matters
   b. Persons interviewed in connection with security cases
   c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
   d. Bureau applicants as possible informants
   e. Personal friends and contacts of Special Agents and other Bureau employees
   f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals.
3. Review of communist index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

NW 88321 DocId:32989529 Page 1809

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.

[[16. Officials and employees of foreign establishments in the U. S.
[17. Employees of the United Nations Secretariat
[18. Contacts (business, social, or otherwise) of foreign officials stationed
[in the U. S.
[19. Individuals who because of background, employment, or social status are
[in a position of intelligence interest to a foreign principal and who
[will undertake intelligence assignments under the guidance of the
[Bureau. (See deseco program, section 105K,6h, volume IV, of this manual.)]

[C. INVESTIGATION OF POTENTIAL[SECURITY]INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of other informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

TABLE OF CONTENTS

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1812

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition

[[See page 3 of this section.]

2. Assignment of symbols
   a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
   b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
   c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. [Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g.,]IS - R for Russia.]
   d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
   e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
   a. Index cards (3 by 5 inches) like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
   b. The symbol index is handled similarly to the symbol index on informants.
   c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files

   When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

NW 88321 DocId:32989529 Page 1813

5. Utilization
   a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
   b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
   c. Records of contacts with confidential sources who have pending files may be posted.
   d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
   e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
      (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
      (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
      (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
   f. [One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter.] If the request is approved at the Bureau, a stamped notation will be placed on the[single-page]copy and[it will be]returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security and racial confidential sources - certification of stability and payments
   a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
   b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
   Gifts to sources shall not be reclaimed as blue slip items.
8. Discontinuance
   Advise Bureau when confidential source is discontinued, and the reasons therefor.

SECTION 87

PART I

(1969 TO PRESENT)

This document is prepared in response to your request and is not for dissemination outside your Committee. Its use is limited to official proceedings by your Committee and the content may not be disclosed to unauthorized personnel without the express approval of the FBI.

SECTION 87. INVESTIGATIONS OF SUBVERSIVE ORGANIZATIONS AND INDIVIDUALS

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1816

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1817

f. Copies
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.

g. Closing of case
If it is determined subject organization is not currently engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

a. Purpose
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.

b. Individuals to be investigated
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.

c. Limitations on investigations
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.

d. Investigations requiring FBIHQ approval
Obtain FBIHQ approval for investigation of:
(1) U. S. Government employee
(2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
(3) Officials or employees of foreign diplomatic establishments or governments, or foreign exchange participants (representatives of foreign countries who are in U. S. as part of official exchange program).
(4) Faculty members of institutions of learning.
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.

e. Members of United States armed forces
No investigation should be conducted of active[members of U. S. military forces or retirees from the "regular" components of the armed forces who are subject to Article 2 of the Uniform Code of Military Justice and over whom the military retains control (retirees from military reserve forces are not subject to the Uniform Code of Military Justice).] If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of U. S. armed forces. Advise FBIHQ in form suitable for dissemination.

NW 88321 DocId:32989529 Page 1818

[f. Candidates for or occupants of elective public office
Upon learning of the candidacy for public office of a member of a subversive organization, the office of origin should promptly furnish FBIHQ with a communication suitable for dissemination setting forth sufficient identifying data and a brief summary of the individual's subversive activities together with details of the individual's candidacy for public office. In the absence of a violation of a specific Federal statute, no investigation should be conducted until subject's candidacy for public office is resolved. Information received during the period of the individual's candidacy indicating a specific violation of Federal law(s) should be furnished FBIHQ by means consistent with the exigencies of the situation along with recommendations as to additional action warranted. Other unsolicited subversive information received from sources and informants or obtained incidental to other investigations should be channeled to the individual's file and, when appropriate, furnished FBIHQ in disseminative form with recommendations as to additional action warranted.

Results of candidacy in every instance should be furnished FBIHQ under individual caption. Should the candidate have been defeated, necessary communication should contain recommendations as to additional action warranted. Should the candidate be elected, necessary communication should contain statement that in the absence of information indicating a specific violation of a Federal statute, no additional investigation will be conducted. At such time as the individual ceases to serve in public office, the office of origin should submit such information to FBIHQ accompanied by recommendations as to additional action warranted. Should information be received indicating a violation of a specific Federal statute while the individual is in office, receiving office should submit pertinent information to FBIHQ by means consistent with the exigencies of the situation along with recommendations as to additional action deemed warranted.]

NW 88321 DocId:32989529 Page 1819

2. Investigative procedures

a. Scope of investigation.

Data concerning the following items should be developed and reported, if pertinent:

(1) Background information, including

(a) True name and aliases.

(b) Date and place of birth. [Where practicable, verify through appropriate bureau of vital statistics or birth registrar.]

(c) Residences, past and present.

(d) Occupations and employments, past and present.

(e) Citizenship status; where applicable, naturalization data.

(f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.

(g) Military records, including any service in foreign forces.

(h) Educational background.

(i) Arrest record and disposition of charges.

(j) Physical description. Make reasonable effort to secure photograph.

(k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.

(2) Subversive activities and affiliations, including

(a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)

(b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.

(c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.

b. Investigative steps

The following steps should be considered, but are not all inclusive.

(1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.

(2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.

(3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

NW 88321 DocId:32989529 Page 1820

3. Reporting Procedures
  a. General
    (1) Pertinent information developed during investigation may be reported either by report or LHM.
      Reports should be submitted:
      (a) When setting out results of extended inquiries such as summary of subject's activities.
      (b) When subject is being recommended for inclusion in ADEX.

      LHM should be used to report timely or significant information regarding subject's current activities.
    (2) All communications should be limited to:
      (a) Information regarding subject's subversive activities, sympathies, and affiliations.
      (b) Pertinent background data concerning subversive individuals or groups with which subject is connected.
      (c) Essential background data regarding subject.

      They should not include information regarding subject's social or personal affairs or other background data not relevant to subject's subversive activities or affiliations.
    (3) Information in both reports and LHMs should be organized under topical headings. Main headings and subheadings should be employed to make the communication as readable as possible.
  b. Summarizing information.
    When reporting information of repetitious or cumulative nature, such as attendance at regular meetings of subversive group, use summary narrative statement. Exact dates are not needed, but time period involved should be indicated. Summary statements must be statements of facts and not conclusions. Information from different sources should be reported separately and any significant items must be set forth in detail.
  c. Administrative or Cover Pages
    (1) Material to be included
      Pertinent information concerning following should be included in administrative pages of report or cover communication of LHM: References to other reports or correspondence, ADEX status, reference to security flash notice (FD-165) or transfer of origin (FD-128), reason for classification, if any, documentation of data contained in report or LHM, identities of confidential sources, leads, and other administrative or noninvestigative material. Use form (FD-305) for ADEX cases. If used, nonsymbol source page should be last page.
    (2) Documentation
      (a) In documenting information originating with another field office, file number of original document need not be shown provided source, date information received, and receiving Agent are identified.
      (b) Do not conduct extensive inquiries to document background information.
      (c) In characterizing persons who associate with subject, identify source but further documentation not required.
  d. Office of Origin
    Office covering place where subject's principal subversive activities occur or originate should be origin. In unusual circumstances where

NW 88321 DocId:32989529 Page 1821

there is doubt as to which office should be origin, request FBIHQ to designate office of origin.

e. Title of communications
Normally, only one subject should be carried in title of each report or LHM and separate reports should be submitted for each subject regardless of relationship. However, when reporting virtually identical information concerning two related individuals (e.g., travel data concerning a husband and wife) an exception can be made and single LHM or report submitted. In such cases dual captions should be used and an extra copy of communication provided.

f. Classification - 100

g. Character
(1) Designation "Subversive Matter" (or abbreviation SM) should be used in all cases. Add organizational affiliation when chief group with which subject is connected is under current investigation or has approved[characterization.]
Example: Subversive Matter - CPUSA
Subversive Matter - SWP
(2) Where meaningful organization affiliation cannot be shown, use caption "Subversive Matter."

h. Copies of reports or LHMs
In all instances furnish four copies to FBIHQ to cover dissemination to Department (2) and Secret Service (1). Where it appears dissemination will be made to other agencies at FBIHQ level, furnish one additional copy for each such agency involved.

i. Status
Carry cases as pending until logical inquiries aimed at resolving purpose of investigation have been completed. As minimum, case should be kept pending until essential background data regarding subject has been secured and sufficient information developed to present good picture of nature and extent of subversive activities engaged in by subject.

j. Closing and reopening of cases
If it is determined that subject's current activities do not involve an actual or potential violation of one or more of the statutes enumerated in A. 1. above, case should be closed.

Case may be reopened at a later date if additional information is received which indicates subject's subsequent activities involve or may result in a violation of the statutes cited in A. 1.

k. Subject traveling abroad (Also see section 105G volume IV, of this manual).
Take following action when information is received that subject of current investigation intends to travel abroad or has departed on foreign travel (except where travel is of brief duration and is known to be for innocuous purpose, such as vacation):
(1) Immediately notify FBIHQ of available details concerning travel, including places and dates of departure and intended return, destination, itinerary, purpose of trip, and pertinent passport data. Include full description of subject, including aliases. Set out concise resume of available subversive data regarding subject. Do not delay advising FBIHQ while developing details if time is of essence.

NW 88321 DocId:32989529 Page 1822

(2) If necessary, set out lead for WFO to check records of Passport Office, Department of State.

(3) Pertinent information is furnished Department of State, Central Intelligence Agency (CIA), and interested Legal Attaches. Furnish FBIHQ with six copies of LHM (2-Department, 1-Secret Service, 1-State, 1-CIA) plus an additional four copies for each Legal Attache Office which covers area in subject's itinerary (1-Legat, 3-Legat's sources). Also, furnish one copy of subject's photograph, if available, for each Legat Office involved. If stop should be placed with security services abroad, so indicate in cover letter. Set out requests for investigation abroad on separate numbered page captioned "Leads" at end of LHM. Request should not refer to Legal Attache or request investigation by any particular service.

(4) Advise FBIHQ promptly by LHM of subject's return. Reference any prior memoranda dealing with the subject's travel. If subject has traveled to a communist country, furnish recommendation as to interview and advise whether additional investigation being conducted.

(5) Take following action when information is received that organization or individual engaged in subversive activities is forming tour group for foreign travel:

(a) Advise appropriate offices, under caption of tour group or organization, as to identities of individuals participating in tour and furnish LHM to FBIHQ for dissemination to State Department, CIA, and interested Legal Attaches. Include readily available information pertaining to tour, such as itinerary, dates, names, and addresses of participants, and [characterization]of organization or individual sponsoring tour.

(b) Other offices should immediately identify participants residing within their respective territories and submit LHMs on those of security interest. Refer to LHM previously prepared under caption of tour group or organization. In cover letter, list participants on whom there is no subversive information.

l. Submission of information on members of subversive groups.

(1) Offices covering national headquarters or local units of subversive groups should promptly furnish FBIHQ names and identifying data regarding persons affiliated with such groups. Furnish information by letter, and indicate list is being furnished for indexing purposes.

(2) Information regarding subversive affiliation of individuals residing in territory of other offices should be furnished to latter.

(3) Subscription lists of publications of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to FBIHQ.

m. Control files on former members of subversive organizations.

(1) Offices having sufficient volume may, at the option of the appropriate supervisor, maintain control files on former members of subversive organizations. Such files will preclude necessity for extensive file reviews to identify persons who are in position to furnish information of value in particular cases.

(2) Where appropriate, make copies of communications for these files. Insofar as practical these files should contain following information regarding ex-members of subversive groups: background, type of information possessed, time period covered, availability for interview and for testimony.

NW 88321 DocId:32989529 Page 1823

n. Channeling information to case files
   (1) Memoranda regarding membership or activity in subversive organizations, including summaries of informant reports, should be channeled to case files of individuals involved. When information from informants or surveillances is channeled to individual case files, it should be documented.
   (2) When preparing lengthy channeling memoranda reporting material of interest to other offices, limit number of copies prepared to two for each other office. Clearly indicate next to names of other offices the page number containing information of interest and note on cover page that distribution of material to individual case files should be handled by recipient offices.

o. Movement of subjects between offices
If office of origin receives information that subject of current or past investigation changes residence to territory of another division, office of origin request verification within 30 days. If new residence confirmed, office of origin submit FD-128 to transfer origin. Office of origin should furnish new office with any pertinent subversive data which has not previously been reported in a form suitable for dissemination, or suitable for incorporation in an LHM or report.

p. Destruction of Channeling Memoranda
At the option of appropriate field supervisors, in order to avoid the accumulation of channeling memoranda in a case file as well as to facilitate the subsequent preparation of LHMs or reports, the following procedure may be used: Files may be reopened for preparation of an "investigative insert" for later inclusion in a LHM or report, using T symbols identifying informants who have furnished prior information. Agent preparing this insert should also prepare a cover memorandum showing what serials in the file have been covered by his review and also identifying all symbol number informants involved and indicating the location of the original data (similar to documentation in the cover pages of a report). The channeling memoranda covered in the review can then be destroyed and the "investigative insert" along with its cover memorandum can, if necessary, be forwarded to another field division in the event the subject moves.

[4. Urban Guerrilla Warfare
(Instructions relating to investigations of above subject matter are contained in section 122, item A8, Manual of Instructions.)]

D. DISSEMINATION OF DATA DEVELOPED

1. General Policy
Information developed during these investigations should be furnished to other agencies in Executive Branch which have a legitimate interest. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

Do not disseminate earlier reports without reviewing them to insure they meet current reporting standards. If they are unsuitable for dissemination, prepare LHM containing pertinent information.

2. Specific requirements
Following instructions cover representative situations which occur frequently.

   a. Members of armed forces
   Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires free exchange of all information of mutual interest between subscribing agencies. Immediately refer any derogatory or possibly significant information developed concerning members of military services, including contacts with individuals or groups of security interest, to military service having primary responsibility.

NW 88321 DocId:32989529 Page 1824

A. GENERAL GUIDELINES

1. Investigative jurisdiction

FBI investigations under this section are based on specific statutory jurisdiction and Departmental instructions.

Investigations conducted under this section are to be directed to the gathering of material pertinent to a determination whether or not the subject has violated, or is engaged in activities which may result in a violation of, one or more of the statutes enumerated below; or in fulfillment of Departmental instructions.

There are three principal statutes which provide a basis for these investigations, as follows:

a. Rebellion or insurrection (T18, USC § 2383).
"Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against the authority of the United States or the laws thereof, or gives aid or comfort thereto, shall be fined not more than $10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under the United States."

b. Seditious conspiracy (T18, USC § 2384).
"If two or more persons in any State or Territory, or in any place subject to the jurisdiction of the United States, conspire to overthrow, put down, or to destroy by force the Government of the United States, or to levy war against them, or to oppose by force the authority thereof, or by force to prevent, hinder, or delay the execution of any law of the United States, or by force to seize, take, or possess any property of the United States contrary to the authority thereof, they shall each be fined not more than $20,000 or imprisoned not more than twenty years, or both."

c. Advocating the overthrow of the Government (T18, USC § 2385).
"Whoever knowingly or willfully advocates, abets, advises, or teaches the duty, necessity, desirability, or propriety of overthrowing or destroying the government of the United States or the government of any State, Territory, District or Possession thereof, or the government of any political subdivision therein, by force or violence, or by the assassination of any officer of any such government; or

"Whoever, with intent to cause the overthrow or destruction of any such government, prints, publishes, edits, issues, circulates, sells, distributes, or publicly displays any written or printed matter advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying any government in the United States by force or violence, or attempts to do so; or

"Whoever organizes or helps or attempts to organize any society, group, or assembly of persons who teach, advocate, or encourage the overthrow or destruction of any such government by force or violence; or becomes or is a member of, or affiliates with, any such society, group, or assembly of persons, knowing the purposes thereof--

"Shall be fined not more than $20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by

NW 88321 DocId:32989529 Page 1825

the United States or any department or agency thereof, for the five years next following his conviction.

"If two or more persons conspire to commit any offense named in this section, each shall be fined not more than $20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by the United States or any department or agency thereof, for the five years next following his conviction.

"As used in this section, the terms 'organizes' and 'organize', with respect to any society, group, or assembly of persons, include the recruiting of new members, the forming of new units, and the regrouping or expansion of existing clubs, classes, and other units of such society, group, or assembly of persons."

The courts have interpreted this statute to require advocacy to action, i.e., advocacy to do something, now or in the future, rather than merely to believe in something.

In addition to the three principal statutes outlined above, there are two other statutes which might provide a statutory foundation for an investigation under this section. These are:

d. [Internal Security Act of 1950 (T 50, USC, § 783a)

In addition to the three principal statutes outlined in subparagraphs a., b., and c., the Internal Security Act could provide a statutory basis for investigation of certain cases under this Section. This Act makes it unlawful to knowingly contribute to the establishment of a totalitarian dictatorship within the United States which is controlled by a foreign government, organization, or individual.]

2. Prosecutive determination

All discussions pertaining to the prosecutive potential of investigations initiated under this section will be conducted by FBIHQ with Departmental officials. These cases should not be discussed with local U. S. Attorney's office without FBIHQ approval.

3. Related statutes

There are a number of other statutes under the FBI's investigative jurisdiction which should be borne in mind in handling these investigations. Information concerning possible violations of such statutes is frequently developed during these investigations. Where this occurs the field should consider the desirability of conducting investigation in line with the policies and procedures governing the statute in question.

A list of other Federal statutes which may arise during these investigations is outlined in an appendix to this manual.

4. Definitions

The term "subversive activities" as used in this section denotes activities which are aimed at overthrowing, destroying or undermining the Government of the United States or any of its political subdivisions by the illegal means prohibited by statutes enumerated in A. 1. above. The term "subversive organization" or "subversive movement" denotes a group or movement which is known to engage in or advocate subversive activities, as defined above.

NW 88321 DocId:32989529 Page 1826

5. Predication for investigation

In all cases handled under the provisions of this section, the first communication prepared for outside dissemination (report or LHM) should show specifically the statute upon which the investigation is based together with necessary supporting facts. Where investigation has been specifically requested by Department, this should be indicated. The following examples are illustrative; however, the basis for each individual case must be tailored to the circumstances of such case.

a. "This investigation is based on information that the subject's activities could involve violation of T 18, USC, § 2383 (Rebellion or Insurrection), and § 2384 (Seditious Conspiracy). A source whose reliability has not been determined has informed that the subject is planning, along with others, to travel to Washington, D. C., on April 30, 1971, to participate in planned violent demonstrations during the first week in May, 1971, to 'shut down the Government.' Demonstration plans include the blocking of streets and highways, destruction of personal and Government property, and physical obstruction to prevent Government employees from reporting to work."

b. "This investigation is based on information that the subject's activities could involve a violation of T 18, USC, § 2385 (Advocating the overthrow of the Government). The subject is an admitted member (or has been identified as a member by a confidential source who has provided reliable information in the past) of (name of group). The (name of group) in its public statements and publications advocates the desirability and necessity of overthrowing the U. S. Government by force or violence, and the assassination of U. S. Government officers. The same source has reported that the subject actively supports these positions."

[Where possible, the first intra-Bureau communication prepared which indicates that investigation is being[conducted]should specifically indicate the statutory basis for the investigation. However, there may be occasions involving individuals or groups in contact with known subversive elements where the purpose of the contact is not initially known and where a preliminary inquiry must be made to determine whether a statutory basis exists for full investigation. In these instances, a preliminary inquiry may be undertaken, through established sources, for a period not to exceed 90 days, without specifically indicating the specific statutory basis for the inquiry. If after the conclusion of 90 days it has not been possible to establish a statutory basis but further inquiry appears necessary, FBIHQ must be furnished a succinct summary of the facts by letter together with specific recommendations as to further action. In all cases, of course, investigations must be based on indications that subject may be engaged in subversive activity, whether or not a specific statutory basis is cited.

In the event preliminary inquiries fail to establish a sound basis for investigation, the case should be promptly closed and there is no need to advise FBIHQ (unless FBIHQ has been previously advised of the inquiry). Nor is there any need to prepare an LHM or report where no pertinent subversive derogatory information has been developed.

If the statutory basis for an investigation should change or be expanded to include an additional statute or statutes, the first communication prepared subsequent to such change or expansion should specifically show such changes. Similarly, this information should be included in the next report or LHM prepared in the case.

NW 88321 DocId:32989529 Page 1827

6. Accuracy of characterizations
Assure that statements relating to characterizations of an individual or organization, or relating to affiliations with or membership in any organization, are founded on firm bases. Identify sources for such characterizations or statements of affiliation or membership if such characterizations, affiliations or memberships are not commonly and publicly known.
7. Investigations and contacts with individuals connected with institutions of learning
   a. Prior FBIHQ approval is required to:
      (1) Institute investigation of a faculty member or an organization connected with an educational institution.
      (2) Interview any student or faculty member who is not an established source. (Requests to conduct interviews must include individual's name, position, and an assessment of his reliability and discretion.)
   b. Contacts with established sources in an administrative capacity may be made on campus. Contacts with other established sources, e.g., students and nonacademic employees, should be made off campus.
8. Use of officers from other agencies
Members of other law enforcement or intelligence agencies are not to accompany Agents handling these investigations without specific approval by the SAC.

B. INVESTIGATION OF ORGANIZATIONS
1. Purpose
To develop evidence of any violations of statutes enumerated in A. 1. above and to keep the Department and other agencies and officials of the Executive Branch apprised of information developed which pertains to their areas of interest and responsibility.
2. Responsibility to initiate investigations
When information is received indicating an organization may be engaged in subversive activities or may be a front group for subversive organization, field office should initiate preliminary investigation confined to established sources. Notify FBIHQ that investigation has been undertaken. Within [90] days submit results by letter with recommendation as to whether or not further investigation is warranted.
3. Scope of investigation
Pertinent data concerning following items should be obtained and reported:
   a. Origin and scope
   Date and circumstances of founding including any incorporation data. Identities of organizers. Location of headquarters and chapters or affiliates, if any.
   b. Stated aims and purposes, especially any information showing advocacy of violence or illegal activity.
   c. Officers
   Principal officers and/or leaders with succinct resume of subversive backgrounds, if any.
   d. Membership
   Total active membership, including logical breakdowns by organizational structure and geographical area, if applicable. If exact membership figures are not available and estimates are given, be certain they are plainly shown as estimates. In cover pages or cover communications, include evaluation of reliability of membership figures cited, as well as comments concerning any significant factors involving membership, e.g., increases or decreases, notable shift in composition of group by age, sex, nationality, etc. Be certain to secure accurate description of all lists referred to so as to avoid confusion as to exact identity or significance of such lists.
   e. Publications
   All publications of group with emphasis on any which clearly depict subversive character of organization.

NW 88321 DocId:32989529 Page 1828

(2) If necessary, set out lead for WFO to check records of Passport Office, Department of State.

(3) Pertinent information is furnished Department of State, Central Intelligence Agency (CIA), and interested Legal Attaches. Furnish FBIHQ with six copies of LHM (2-Department, 1-Secret Service, 1-State, 1-CIA) plus an additional four copies for each Legal Attache Office which covers area in subject's itinerary (1-Legat, 3-Legat's sources). Also, furnish one copy of subject's photograph, if available, for each Legat Office involved. If stop should be placed with security services abroad, so indicate in cover letter. Set out requests for investigation abroad on separate numbered page captioned "Leads" at end of LHM. Request should not refer to Legal Attache or request investigation by any particular service.

(4) Advise FBIHQ promptly by LHM of subject's return. Reference any prior memoranda dealing with the subject's travel. If subject has traveled to a communist country, furnish recommendation as to interview and advise whether additional investigation being conducted.

(5) Take following action when information is received that organization or individual engaged in subversive activities is forming tour group for foreign travel:

(a) Advise appropriate offices, under caption of tour group or organization, as to identities of individuals participating in tour and furnish LHM to FBIHQ for dissemination to State Department, CIA, and interested Legal Attaches. Include readily available information pertaining to tour, such as itinerary, dates, names, and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

(b) Other offices should immediately identify participants residing within their respective territories and submit LHMs on those of security interest. Refer to LHM previously prepared under caption of tour group or organization. In cover letter, list participants on whom there is no subversive information.

l. Submission of information on members of subversive groups.

(1) Offices covering national headquarters or local units of subversive groups should promptly furnish FBIHQ names and identifying data regarding persons affiliated with such groups. Furnish information by letter, and indicate list is being furnished for indexing purposes.

(2) Information regarding subversive affiliation of individuals residing in territory of other offices should be furnished to latter.

(3) Subscription lists of publications of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to FBIHQ.

m. Control files on former members of subversive organizations.

(1) Offices having sufficient volume may, at the option of the appropriate supervisor, maintain control files on former members of subversive organizations. Such files will preclude necessity for extensive file reviews to identify persons who are in position to furnish information of value in particular cases.

(2) Where appropriate, make copies of communications for these files. Insofar as practical these files should contain following information regarding ex-members of subversive groups: background, type of information possessed, time period covered, availability for interview and for testimony.

NW 88321 DocId:32989529 Page 1829

n. Channeling information to case files
   (1) Memoranda regarding membership or activity in subversive organizations, including summaries of informant reports, should be channeled to case files of individuals involved. When information from informants or surveillances is channeled to individual case files, it should be documented.
   (2) When preparing lengthy channeling memoranda reporting material of interest to other offices, limit number of copies prepared to two for each other office. Clearly indicate next to names of other offices the page number containing information of interest and note on cover page that distribution of material to individual case files should be handled by recipient offices.

o. Movement of subjects between offices
If office of origin receives information that subject of current or past investigation changes residence to territory of another division, office of origin request verification within 30 days. If new residence confirmed, office of origin submit FD-128 to transfer origin. Office of origin should furnish new office with any pertinent subversive data which has not previously been reported in a form suitable for dissemination, or suitable for incorporation in an LHM or report.

p. Destruction of Channeling Memoranda
At the option of appropriate field supervisors, in order to avoid the accumulation of channeling memoranda in a case file as well as to facilitate the subsequent preparation of LHMs or reports, the following procedure may be used: Files may be reopened for preparation of an "investigative insert" for later inclusion in a LHM or report, using T symbols identifying informants who have furnished prior information. Agent preparing this insert should also prepare a cover memorandum showing what serials in the file have been covered by his review and also identifying all symbol number informants involved and indicating the location of the original data (similar to documentation in the cover pages of a report). The channeling memoranda covered in the review can then be destroyed and the "investigative insert" along with its cover memorandum can, if necessary, be forwarded to another field division in the event the subject moves.

[[4. Urban Guerrilla Warfare
[(Instructions relating to investigations of above subject matter are contained in section 122, item A8, Manual of Instructions.)]

D. DISSEMINATION OF DATA DEVELOPED

1. General Policy
Information developed during these investigations should be furnished to other agencies in Executive Branch which have a legitimate interest. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

Do not disseminate earlier reports without reviewing them to insure they meet current reporting standards. If they are unsuitable for dissemination, prepare LHM containing pertinent information.

2. Specific requirements
Following instructions cover representative situations which occur frequently.

a. Members of armed forces
Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires free exchange of all information of mutual interest between subscribing agencies. Immediately refer any derogatory or possibly significant information developed concerning members of military services, including contacts with individuals or groups of security interest, to military service having primary responsibility.

NW 88321 DocId:32989529 Page 1830

SECTION 87. INVESTIGATIONS OF SUBVERSIVE ORGANIZATIONS AND INDIVIDUALS

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1831

SECTION 87. INVESTIGATIONS OF SUBVERSIVE ORGANIZATIONS AND INDIVIDUALS

TABLE OF CONTENTS

(4) Records of private firms. Obtain pertinent available information from records of private firms such as past or present employers. Checks of credit agencies should be limited to securing identifying information only.
(5) Contacts with neighbors and fellow employees. Such inquiries should be made only where there is expectation they will develop pertinent information not otherwise available.
(6) Canvass of established sources and informants. Contact informants and sources in position to be knowledgeable concerning subversive groups with which subject is affiliated.
(7) Physical and photographic surveillances. These should be considered on selective basis when circumstances indicate they may be productive.

c. Interviews of subjects
(1) Policy
Subjects of investigation should be interviewed unless there is a sound basis for not doing so. Generally, interviews should be considered after background inquiries have been completed and a good picture of subject's activities developed.
If a decision not to interview a subject is made, this should be fully explained in case file and FBIHQ advised whenever FBIHQ is cognizant of investigation.
(2) Purpose
To develop information regarding subversive activities in which the subject is engaged.
(3) Approval to interview
All interviews of subjects may be approved by SAC except following instances which require FBIHQ approval:
(a) Deleted
(b) When subject is nationally prominent or where circumstances otherwise indicate the interview could be widely publicized, such as labor leaders, educators, religious leaders or journalists.
(c) When interview is to be conducted in presence of subject's attorney and/or aide.
(d) When subject is connected with institution of learning.

[In those instances where FBIHQ approval is not required, case Agent should prepare a memorandum requesting SAC authority for interview. This memorandum should include a succinct resume of the case, including a review of office files concerning a subject, and should indicate the objectives of an interview. Memorandum must be approved by SAC or in his absence, by a designated official.]

(4) Letter requesting FBIHQ approval to interview subject
(a) Letter should concisely set out available data concerning following items:
I. Residence address, employment, race, date and place of birth, citizenship and any health factors which could affect conduct of interview.
II. Marital status, employment and citizenship of spouse.
III. Succinct summary of subject's subversive activities, membership of affiliation with subversive groups, and positions held.
IV. Similar summary regarding spouse's affiliation with subversive activities.
V. Similar summary concerning subversive activities on part of close relatives.
VI. Resume of subject's current sympathies and status in subversive movement or organization and any indication of disaffection.

NW 88321 DocId:32989529 Page 1833

VII. Subject's arrest record and disposition of charges; any information indicating a propensity for violence.

VIII. What is expected to be gained by interview?

List above items by number but headings need not be restated. If no pertinent data is available concerning a particular item, so indicate.

(b) Submit one copy of letter and additional copy of first page only which can be returned by FBIHQ stamped "Approved."

(5) If interview not conducted within 60 days, submit letter advising FBIHQ:

(a) Reason interview not conducted.

(b) Any new information pertinent to desirability of interview.

(c) Whether efforts to interview subject will be pursued. Thereafter, keep FBIHQ advised at least each 60 days as to progress of matter.

(6) Conduct of interview.

(a) Interviews of subjects entitled to the warning and waiver shall be conducted in accordance with the requirements set forth in Volume I, Manual of Instructions, Section 2B, page 15. If the interview is being conducted for intelligence information rather than an admission or confession of guilt, no warning is required. Moreover, if the investigation has failed to develop information indicating a possible violation of Federal law by the subject, it would be permissible to interview the subject without a warning as he does not fit the criteria of those entitled to a warning of rights. Carefully plan interview so there will be no compromise of sources, sensitive techniques or interviewing personnel. An overriding consideration to always bear in mind is that interview should elicit from, not provide information to the subject.

(b) Interview at subject's place of employment should be avoided if possible. If attorney or aide is present during interview, interview must be conducted by two Agents.

(c) If, during conduct of interview subject desires that his attorney or aide be present, the interview should be tactfully terminated, and FBIHQ should be informed with recommendation whether or not to resume interview.

(d) In all other instances, SAC has responsibility and option of deciding when two Agents should handle interview. Safety of Agents is first priority to consider.

(7) Direction of subject's activities.

Prior FBIHQ approval is required before taking any steps to direct the subject's activities even though he may appear to be cooperative during the interview.

(8) Reporting results of interview.

(a) Record results of interview on FD-302.

(b) Pertinent results of interview should be included in next report or LHM unless circumstances indicate need for more expeditious reporting. In cover letter or administrative pages, include observations of interviewing Agents as to subject's cooperativeness, any relevant information concerning subject's appearance or characteristics, and assessment of information developed by interview in light of other data known to your office.

NW 88321 DocId:32989529 Page 1834

b. This would include leaders of organizations whose aims include the overthrow or destruction of the Government of the United States or the government of any state, territory, district, or possession thereof, or the government of any political subdivision therein, by unlawful means. The term "leaders" denotes those individuals, irrespective of title, who are in a position to significantly influence the policies or direct the activities of the group. Mere membership in an organization, without the element of leadership or without a demonstrated willingness and capability described in paragraph a, is not sufficient for inclusion in ADEX.

c. Individuals should be considered a "current threat" to the national security when reliable information has been developed that they have engaged in activity or exhibited the requisite willingness and capability falling within the above-described criteria during prior two years and there is no indication they have ceased such activity. However, there may be instances where retention of an individual in ADEX is justified even though no pertinent information is available during the prior two years. For example, such retention might be warranted in the case of individuals who have gone into hiding[or]temporarily left the country. [Following guidelines should be followed with respect to imprisoned subjects. If already on ADEX and sentence is such that the earliest possible release date from actual incarceration is more than two years after sentencing, subject should be recommended for removal from ADEX. If possible, stop should be placed with facility where incarcerated so office will receive notification of release, after which subject should be considered for possible reactivation on ADEX. Whether or not a stop can be placed, necessary administrative procedure should be set up so that subject's continued incarceration is verified at least every six months. If case is not pending, it should be placed in a pending inactive rather than closed status. If a subject under investigation appears to qualify for ADEX but is under sentence for over two years as described above, do not recommend for ADEX but follow procedures described above to consider for ADEX upon release from imprisonment. Sentences which permit releases in less than two years should be ignored as a factor in considering ADEX status. These guidelines are for application only as to ADEX status and have no bearing on whether or not subjects should be investigated. For those cases in a closed status at time these new guidelines become effective, they should be brought in line with the new guidelines when the cases are next reviewed for any reason.]

d. ADEX should not include individuals who may be ideologically committed to a philosophy which calls for the downfall of our form of government or which favors another form of society but who have not shown a current willingness or capability of engaging in meaningful action to promote their beliefs. This might apply, for example, to rank-and-file members of the Socialist Workers Party or the Communist Party, USA, or other old-line revolutionary groups which have advocated an overthrow of our present form of government but where subject's activity is primarily ideological in nature and not oriented toward action. Each case should be reviewed on an <u>individual basis</u> in the light of the criteria enumerated above.

3. Recommendation for preparation of ADEX card

a. When dangerousness of subject has been established, office of origin should prepare recommendation on FD-122, in triplicate. Forward original and copy to FBIHQ, and place copy in subject's file.

b. Attach additional page or pages to FD-122 setting out succinct summary of facts on which recommendation based.

c. Nonprosecutive summary report should be submitted when subject is recommended for ADEX unless one was previously furnished to FBIHQ. In latter instance, submit up-to-date report.

d. Do not delay recommendation for ADEX because of absence of complete background or descriptive data.

NW 88321 DocId:32989529 Page 1835

e. Do not defer recommendation for ADEX because subject is missing, temporarily out of the country, or in prison.

f. If FBIHQ approves recommendation, ADEX cards will be prepared including two copies for field. Copy of FD-122 will be returned stamped "ADEX card approved, copies attached." Check cards for accuracy. Place one in alphabetical section of field office ADEX and other in either geographical section or unavailable section.

g. When subject is approved for ADEX, submit Security Flash Notice (FD-165) to check records of Identification Division and post flash notice if fingerprints of subject are on file. FD-165 will be returned if positive identification cannot be made. In latter event, FD-165 should be submitted every two years as long as subject remains on ADEX and no fingerprint record has been located. These submissions should be timed to coincide with biennial review of case.

4. Format of ADEX card

a. Data to appear on face of card

Itemized below are descriptive categories in which subject may be classified and corresponding abbreviations for use on FD-122 and ADEX card.

(1) Full name and aliases

(2) Date and place of birth

(3) Race

White	W
Black	B
Other	O

(4) Sex

Male	M
Female	F

(5) Citizenship

U. S. Citizen	CT
Alien	AL

(6) Residence address

(7) Employment (occupation and address)

(8) Type of activity

Black Extremist	BEX
Communist (pro-Chinese)	CMC
Communist (pro-Soviet)	CMS
Communist (Trotskyist)	CMT
Foreign Nationality	FRN
Puerto Rican Nationalist	PRN
Revolutionary	REV
Miscellaneous	MSC

Activities connected with "New Left" or anarchistic elements should be shown as "Revolutionary." The term "Foreign Nationality" covers foreign-directed subversion, e.g., Soviet or Chicom espionage, Arab terrorism. The abbreviation FRN should be followed by nationality involved e.g., FRN-Arab, FRN-Cuban.

(9) Special Interest

Espionage Subjects	ESP
Foreign government employees	FGE
U. S. Government employees	GOV

(10) Unavailable section

Missing	MI
Out of country	OC
Imprisoned	PR

(11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List), if applicable, and agency having security responsibility, which is Army.

(12) Field office and FBIHQ file numbers

b. Data to appear on separate card attached to ADEX card in geographical or unavailable section.

(1) Physical description

(2) Photograph, with date taken. It should be most current or best likeness of subject available.

f. Copies
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.

g. Closing of case
If it is determined subject organization is not currently engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

a. Purpose
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.

b. Individuals to be investigated
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.

c. Limitations on investigations
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.

d. Investigations requiring FBIHQ approval
Obtain FBIHQ approval for investigation of:
(1) U. S. Government employee
(2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
(3) Officials or employees of foreign diplomatic establishments or governments, or foreign exchange participants (representatives of foreign countries who are in U. S. as part of official exchange program).
(4) Faculty members of institutions of learning.
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.

e. Members of United States armed forces
No investigation should be conducted of active [members of U. S. military forces or retirees from the "regular" components of the armed forces who are subject to Article 2 of the Uniform Code of Military Justice and over whom the military retains control (retirees from military reserve forces are not subject to the Uniform Code of Military Justice).] If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of U. S. armed forces. Advise FBIHQ in form suitable for dissemination.

NW 88321 DocId:32989529 Page 1837

2. Investigative procedures
   a. Scope of investigation.
      Data concerning the following items should be developed and reported, if pertinent:
      (1) Background information, including
         (a) True name and aliases.
         (b) Date and place of birth. [Where practicable, verify through appropriate bureau of vital statistics or birth registrar.]
         (c) Residences, past and present.
         (d) Occupations and employments, past and present.
         (e) Citizenship status; where applicable, naturalization data.
         (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
         (g) Military records, including any service in foreign forces.
         (h) Educational background.
         (i) Arrest record and disposition of charges.
         (j) Physical description. Make reasonable effort to secure photograph.
         (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
      (2) Subversive activities and affiliations, including
         (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
         (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
         (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.
   b. Investigative steps
      The following steps should be considered, but are not all inclusive.
      (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
      (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
      (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

In all of the above cases recommend removal from ADEX by FD-122 with attached succinct summary of facts. In all instances except c., submit current LHM or report for dissemination to Secret Service at FBIHQ and also furnish report or LHM to Secret Service locally.

12. Reporting procedures on ADEX subjects
    a. An initial summary report must be submitted at time subject is recommended for inclusion in ADEX.
    b. Additional reports should not be submitted solely for sake of reporting; however, in the event complexity of case or other reasons so dictate, the SAC or FBIHQ may instruct that reports be submitted.
    c. Current significant pertinent information and/or activities of subject should be reported on current basis as it occurs utilizing teletypes, nitels or airtels with letterhead memoranda suitable for dissemination.
    d. In the absence of unusual circumstances (imprisonment, prolonged absence on foreign travel, etc.), ADEX cases should be kept pending and a communication submitted to FBIHQ at least every 90 days reporting on subject's activities. In the event subject has been inactive for 90 days, you should comment as to whether continuation on ADEX is warranted.

[13. [Deleted]

NW 88321 DocId:32989529 Page 1839

f. Copies
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.

g. Closing of case
If it is determined subject organization is not <u>currently</u> engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

a. Purpose
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.

b. Individuals to be investigated
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.

c. Limitations on investigations
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.

d. Investigations requiring FBIHQ approval
Obtain FBIHQ approval for investigation of:
(1) U. S. Government employee
(2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
(3) Officials or employees of foreign diplomatic establishments or governments, [or foreign exchange participants (representatives of foreign countries who are in U. S. as part of official exchange program).]
(4) Faculty members of institutions of learning.
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.

e. Members of United States armed forces
No investigation should be conducted of active or retired members of United States military forces. If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of United States armed forces. Advise FBIHQ in form suitable for dissemination.

NW 88321 DocId:32989529 Page 1840

2. Investigative procedures
   a. Scope of investigation.
      Data concerning the following items should be developed and reported, if pertinent:
      (1) Background information, including
         (a) True name and aliases.
         (b) Date and place of birth. [Where practicable, verify through appropriate bureau of vital statistics or birth registrar.]
         (c) Residences, past and present.
         (d) Occupations and employments, past and present.
         (e) Citizenship status; where applicable, naturalization data.
         (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
         (g) Military records, including any service in foreign forces.
         (h) Educational background.
         (i) Arrest record and disposition of charges.
         (j) Physical description. Make reasonable effort to secure photograph.
         (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
      (2) Subversive activities and affiliations, including
         (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
         (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
         (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.
   b. Investigative steps
      The following steps should be considered, but are not all inclusive.
      (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
      (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
      (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

NW 88321 DocId:32989529 Page 1841

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1842

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1843

A. GENERAL GUIDELINES

1. Investigative jurisdiction

FBI investigations under this section are based on specific statutory jurisdiction and Departmental instructions.

Investigations conducted under this section are to be directed to the gathering of material pertinent to a determination whether or not the subject has violated, or is engaged in activities which may result in a violation of, one or more of the statutes enumerated below; or in fulfillment of Departmental instructions.

There are three principal statutes which provide a basis for these investigations, as follows:

a. Rebellion or insurrection (T18, USC § 2383).
"Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against the authority of the United States or the laws thereof, or gives aid or comfort thereto, shall be fined not more than $10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under the United States."

b. Seditious conspiracy (T18, USC § 2384).
"If two or more persons in any State or Territory, or in any place subject to the jurisdiction of the United States, conspire to overthrow, put down, or to destroy by force the Government of the United States, or to levy war against them, or to oppose by force the authority thereof, or by force to prevent, hinder, or delay the execution of any law of the United States, or by force to seize, take, or possess any property of the United States contrary to the authority thereof, they shall each be fined not more than $20,000 or imprisoned not more than twenty years, or both."

c. Advocating the overthrow of the Government (T18, USC § 2385).
"Whoever knowingly or willfully advocates, abets, advises, or teaches the duty, necessity, desirability, or propriety of overthrowing or destroying the government of the United States or the government of any State, Territory, District or Possession thereof, or the government of any political subdivision therein, by force or violence, or by the assassination of any officer of any such government; or

"Whoever, with intent to cause the overthrow or destruction of any such government, prints, publishes, edits, issues, circulates, sells, distributes, or publicly displays any written or printed matter advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying any government in the United States by force or violence, or attempts to do so; or

"Whoever organizes or helps or attempts to organize any society, group, or assembly of persons who teach, advocate, or encourage the overthrow or destruction of any such government by force or violence; or becomes or is a member of, or affiliates with, any such society, group, or assembly of persons, knowing the purposes thereof--

"Shall be fined not more than $20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by

NW 88321 DocId:32989529 Page 1844

the United States or any department or agency thereof, for the five years next following his conviction.

"If two or more persons conspire to commit any offense named in this section, each shall be fined not more than $20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by the United States or any department or agency thereof, for the five years next following his conviction.

"As used in this section, the terms 'organizes' and 'organize', with respect to any society, group, or assembly of persons, include the recruiting of new members, the forming of new units, and the regrouping or expansion of existing clubs, classes, and other units of such society, group, or assembly of persons."

The courts have interpreted this statute to require advocacy to action, i.e., advocacy to do something, now or in the future, rather than merely to believe in something.

In addition to the three principal statutes outlined above, there are two other statutes which might provide a statutory foundation for an investigation under this section. These are:

d. The Internal Security Act of 1950[(T 50, USC, §§ 781-798)]and the Communist Control Act of 1954 (T 50, USC, §§[841-844).]

In summary, these statutes make it unlawful to knowingly contribute to the establishment of a totalitarian dictatorship within the United States which is controlled by a foreign government, organization, or individual. The statutes also impose various restrictions on the activities of members or organizations cited by the Subversive Activities Control Board (SACB) as "communist action," "communist front," or "communist infiltrated" groups. The restrictions apply principally to employment by the Federal government or by a defense facility.

The former SACB cited only one organization, the Communist Party, USA, which was named as a "communist action" group.

2. Prosecutive determination

All discussions pertaining to the prosecutive potential of investigations initiated under this section will be conducted by FBIHQ with Departmental officials. These cases should not be discussed with local U. S. Attorney's office without FBIHQ approval.

3. Related statutes

There are a number of other statutes under the FBI's investigative jurisdiction which should be borne in mind in handling these investigations. Information concerning possible violations of such statutes is frequently developed during these investigations. Where this occurs the field should consider the desirability of conducting investigation in line with the policies and procedures governing the statute in question.

A list of other Federal statutes which may arise during these investigations is outlined in an appendix to this manual.

4. Definitions

The term "subversive activities" as used in this section denotes activities which are aimed at overthrowing, destroying or undermining the Government of the United States or any of its political subdivisions by the illegal means prohibited by statutes enumerated in A. 1. above. The term "subversive organization" or "subversive movement" denotes a group or movement which is known to engage in or advocate subversive activities, as defined above.

5. Predication for investigation

[In all cases handled under the provisions of this section, the first communication prepared for outside dissemination (report or LHM) should show specifically the statute upon which the investigation is based together with necessary supporting facts. Where investigation has been specifically requested by Department, this should be indicated. The following examples are illustrative; however, the basis for each individual case must be tailored to the circumstances of such case.

a. "This investigation is based on information that the subject's activities could involve violation of T 18, USC, § 2383 (Rebellion or Insurrection), and § 2384 (Seditious Conspiracy). A source whose reliability has not been determined has informed that the subject is planning, along with others, to travel to Washington, D. C., on April 30, 1971, to participate in planned violent demonstrations during the first week in May, 1971, to 'shut down the Government.' Demonstration plans include the blocking of streets and highways, destruction of personal and Government property, and physical obstruction to prevent Government employees from reporting to work."

b. "This investigation is based on information that the subject's activities could involve a violation of T 18, USC, § 2385 (Advocating the overthrow of the Government). The subject is an admitted member (or has been identified as a member by a confidential source who has provided reliable information in the past) of (name of group). The (name of group) in its public statements and publications advocates the desirability and necessity of overthrowing the U. S. Government by force or violence, and the assassination of U. S. Government officers. The same source has reported that the subject actively supports these positions."

Where possible, the first intra-Bureau communication prepared which indicates that investigation is being initiated (intraoffice memorandum, letter, airtel, teletype, etc.) should specifically indicate the statutory basis for the investigation. However, there may be occasions involving individuals or groups in contact with known subversive elements where the purpose of the contact is not initially known and where a preliminary inquiry must be made to determine whether a statutory basis exists for full investigation. In these instances, a preliminary inquiry may be undertaken, through established sources, for a period not to exceed 90 days, without specifically indicating the specific statutory basis for the inquiry. If after the conclusion of 90 days it has not been possible to establish a statutory basis but further inquiry appears necessary, FBIHQ must be furnished a succinct summary of the facts by letter together with specific recommendations as to further action. In all cases, of course, investigations must be based on indications that subject may be engaged in subversive activity, whether or not a specific statutory basis is cited.

In the event preliminary inquiries fail to establish a sound basis for investigation, the case should be promptly closed and there is no need to advise FBIHQ (unless FBIHQ has been previously advised of the inquiry). Nor is there any need to prepare an LHM or report where no pertinent subversive derogatory information has been developed.

If the statutory basis for an investigation should change or be expanded to include an additional statute or statutes, the first communication prepared subsequent to such change or expansion should specifically show such changes. Similarly, this information should be included in the next report or LHM prepared in the case.]

NW 88321 DocId:32989529 Page 1846

6. Accuracy of characterizations
Assure that statements relating to characterizations of an individual or organization, or relating to affiliations with or membership in any organization, are founded on firm bases. Identify sources for such characterizations or statements of affiliation or membership if such characterizations, affiliations or memberships are not commonly and publicly known.
7. Investigations and contacts with individuals connected with institutions of learning
   a. Prior FBIHQ approval is required to:
      (1) Institute investigation of a faculty member or an organization connected with an educational institution.
      (2) Interview any student or faculty member who is not an established source. (Requests to conduct interviews must include individual's name, position, and an assessment of his reliability and discretion.)
   b. Contacts with established sources in an administrative capacity may be made on campus. Contacts with other established sources, e.g., students and nonacademic employees, should be made off campus.
8. Use of officers from other agencies
Members of other law enforcement or intelligence agencies are not to accompany Agents handling these investigations without specific approval by the SAC.

B. INVESTIGATION OF ORGANIZATIONS
1. Purpose
To develop evidence of any violations of statutes enumerated in A. 1. above and to keep the Department and other agencies and officials of the Executive Branch apprised of information developed which pertains to their areas of interest and responsibility.
2. Responsibility to initiate investigations
When information is received indicating an organization may be engaged in subversive activities or may be a front group for subversive organization, field office should initiate preliminary investigation confined to established sources. Notify FBIHQ that investigation has been undertaken.
[Within[90]days submit results by letter with recommendation as to whether or not further investigation is warranted.
3. Scope of investigation
Pertinent data concerning following items should be obtained and reported:
   a. Origin and scope
   Date and circumstances of founding including any incorporation data. Identities of organizers. Location of headquarters and chapters or affiliates, if any.
   b. Stated aims and purposes, especially any information showing advocacy of violence or illegal activity.
   c. Officers
   Principal officers and/or leaders with succinct resume of subversive backgrounds, if any.
   d. Membership
   Total active membership, including logical breakdowns by organizational structure and geographical area, if applicable. If exact membership figures are not available and estimates are given, be certain they are plainly shown as estimates. In cover pages or cover communications, include evaluation of reliability of membership figures cited, as well as comments concerning any significant factors involving membership, e.g., increases or decreases, notable shift in composition of group by age, sex, nationality, etc. Be certain to secure accurate description of all lists referred to so as to avoid confusion as to exact identity or significance of such lists.
   e. Publications
   All publications of group with emphasis on any which clearly depict subversive character of organization.

NW 88321 DocId:32989529 Page 1847

Furnish FBIHQ with copy of publications which portray subversive character of group or which advocate violence. Ascertain sources of funds for publications. When it is operated as distinct entity, a separate investigation should be initiated concerning the publication.

f. Finances

Sources of funds and nature of expenditures, in particular whether any income is received from or contributions made to foreign elements.

g. Connections with other groups

Develop pertinent information concerning ties with other subversive elements including material and/or moral support given or received. Be especially alert to detect connections with foreign subversive elements or indications of foreign allegiance or control. Also determine and report any significant connections or cooperation with nonsubversive groups.

h. Activities

Describe activities of group. Afford special emphasis to any underground operations or activities involving violence or threatened violence. Include any pertinent data showing success or failure of organization in achieving its stated goals.

4. Infiltration of nonsubversive groups

a. General

When information is received indicating that subversive group is seeking to systematically infiltrate and control a nonsubversive organization, available data should be submitted by letter with recommendations as to initiating active investigation. Recommendation to undertake investigation should be supported by available background information concerning target organization (including name and locations, estimated membership, principal officers, and nature of activities) and resume of extent of subversive infiltration efforts (including identities of known subversives who have joined target organization and positions held), provide brief statement as to investigation planned. If approved by FBIHQ conduct discreet investigation limited to determining and reporting activities which are related to or in furtherance of subversive infiltration. These instructions apply to local chapters or affiliates as well as national organization.

b. Caption and preface

Captions of communications should show that subversive infiltration of target organization is objective of investigation, not organization itself, e.g., "Infiltration of (Name of target organization) by (Name of subversive organization)." All communications prepared for dissemination should carry prefatory statement which clearly conveys this point, e.g., "This investigation is directed solely towards establishing the extent of infiltration, domination, or control of the (Name of nonsubversive organization) by the (Name of subversive organization). It is not concerned with the normal activities of the (Name of nonsubversive organization)." In addition, preface should succinctly show the predication for out investigation of the subversive group involved.

c. Limitations on investigation

(1) Other than with established sources, no interviews should be initiated with members, leaders, or officers of infiltrated organization without prior FBIHQ approval (except where they can be handled by suitable pretext). However, this does not preclude accepting information volunteered to FBI.

NW 88321 DocId:32989529 Page 1848

(2) Informants and sources should not be directed by FBI to join or participate in activities of target organization. However, if subversive group requests informant to do so, latter may comply.

(3) Be certain all persons interviewed, including informants, are aware that FBI is not interested in normal activities of target organization but solely in efforts to influence or control the organization by subversive elements.

d. Conversion to full scale investigation

If target organization becomes completely dominated and controlled by subversive elements, advise FBIHQ on UACB basis that full investigation is being initiated as subversive organization. Drop infiltration designation from title of case.

5. Subversive publications

[Each office should review[any independent subversive]publications produced
[in its territory[(as contrasted with publications issued by subversive
[groups which are under investigation, see B. 3. e. above)]to determine
whether any advocate violations within FBI jurisdiction. If so, submit available information by LHM to FBIHQ with copy of pertinent material and make recommendations as to further action. Insure that FBIHQ is aware of all subversive publications with brief identifying data.

6. Investigative steps

Efforts should be made to develop reliable informants at all levels and in all segments of subversive organization.

Live informant coverage should be supplemented by other logical investigation including review of appropriate public records and publications, interviews with former members of group and, on selective basis, through such techniques as physical and photographic surveillance.

7. Administrative and reporting procedures

a. Reporting requirements and status

When necessary data has been developed concerning organization's
[activities (See B.[3.]above), submit report. After initial report, reports should be submitted semiannually (unless FBIHQ has instructed otherwise in individual cases). LHM may be used to provide FBIHQ or other interested agencies with significant data of immediate interest on an interim basis between reports.

b. Informant coverage

Cover pages of reports should include a brief summary of informant coverage available with respect to the organization, identifying informants who report on the group's activities by symbol number and showing specifically which informants are members of the group.

c. Topical headings

Both reports and LHMs should be organized under logical headings.

d. Character

All cases should use character "Internal Security," e.g., "Communist Party, USA; Internal Security." In case of subsidiary or front group, character should show name or abbreviation of the parent organization, e.g., "Young Workers Liberation League, Internal Security - CPUSA"; "Young Socialist Alliance, Internal Security - SWP." Caption of subversive infiltration cases should include name of subversive group and target organization, e.g., "Infiltration of (Name of target organization) by Socialist Workers Party, Internal Security - SWP."

e. Classification - 100

f. Copies
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.

g. Closing of case
If it is determined subject organization is not currently engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

a. Purpose
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.

b. Individuals to be investigated
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.

c. Limitations on investigations
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.

d. Investigations requiring FBIHQ approval
Obtain FBIHQ approval for investigation of:
(1) U. S. Government employee
(2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
(3) Officials or employees of foreign diplomatic establishments or governments.
(4) Faculty members of institutions of learning.
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.

e. Members of United States armed forces
No investigation should be conducted of active or retired members of United States military forces. If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of United States armed forces. Advise FBIHQ in form suitable for dissemination.

NW 88321 DocId:32989529 Page 1850

2. Investigative procedures
   a. Scope of investigation.
      Data concerning the following items should be developed and reported, if pertinent:
      (1) Background information, including
         (a) True name and aliases.
         (b) Date and place of birth. [Where practicable, verify through appropriate bureau of vital statistics or birth registrar.]
         (c) Residences, past and present.
         (d) Occupations and employments, past and present.
         (e) Citizenship status; where applicable, naturalization data.
         (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
         (g) Military records, including any service in foreign forces.
         (h) Educational background.
         (i) Arrest record and disposition of charges.
         (j) Physical description. Make reasonable effort to secure photograph.
         (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
      (2) Subversive activities and affiliations, including
         (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
         (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
         (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.
   b. Investigative steps
      The following steps should be considered, but are not all inclusive.
      (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
      (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
      (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

NW 88321 DocId:32989529 Page 1851

(4) Records of private firms. Obtain pertinent available information from records of private firms such as past or present employers. Checks of credit agencies should be limited to securing identifying information only.

(5) Contacts with neighbors and fellow employees. Such inquiries should be made only where there is expectation they will develop pertinent information not otherwise available.

(6) Canvass of established sources and informants. Contact informants and sources in position to be knowledgeable concerning subversive groups with which subject is affiliated.

(7) Physical and photographic surveillances. These should be considered on selective basis when circumstances indicate they may be productive.

c. Interviews of subjects

(1) Policy

Subjects of investigation should be interviewed[unless there is a sound basis for not doing so.] Generally, interviews should be considered after background inquiries have been completed and a good picture of subject's activities developed. If a decision not to interview a subject is made, this should be fully explained in case file and FBIHQ advised whenever FBIHQ is cognizant of investigation.

(2) Purpose

To develop information regarding subversive activities in which the subject is engaged.

(3) Approval to interview

All interviews of subjects may be approved by SAC except following instances which require FBIHQ approval:

(a) [Deleted]

(b) When subject is nationally prominent or where circumstances otherwise indicate the interview could be widely publicized, such as labor leaders, educators, religious leaders or journalists.

(c) When interview is to be conducted in presence of subject's attorney and/or aide.

(d) When subject is connected with institution of learning.

(4) Letter requesting FBIHQ approval to interview subject

(a) Letter should concisely set out available data concerning following items:

I. Residence address, employment, race, date and place of birth, citizenship and any health factors which could affect conduct of interview.

II. Marital status, employment and citizenship of spouse.

III. Succinct summary of subject's subversive activities, membership of affiliation with subversive groups, and positions held.

IV. Similar summary regarding spouse's affiliation with subversive activities.

V. Similar summary concerning subversive activities on part of close relatives.

VI. Resume of subject's current sympathies and status in subversive movement or organization and any indication of disaffection.

NW 88321 DocId:32989529. Page 1852

VII. Subject's arrest record and disposition of charges; any information indicating a propensity for violence.
VIII. What is expected to be gained by interview?

List above items by number but headings need not be restated. If no pertinent data is available concerning a particular item, so indicate.

(b) Submit one copy of letter and additional copy of first page only which can be returned by FBIHQ stamped "Approved."

(5) If interview not conducted within 60 days, submit letter advising FBIHQ:
(a) Reason interview not conducted.
(b) Any new information pertinent to desirability of interview.
(c) Whether efforts to interview subject will be pursued. Thereafter, keep FBIHQ advised at least each 60 days as to progress of matter.

(6) Conduct of interview.
(a) Interviews of subjects entitled to the warning and waiver shall be conducted in accordance with the requirements set forth in Volume I, Manual of Instructions, Section 2B, page 15. If the interview is being conducted for intelligence information rather than an admission or confession of guilt, no warning is required. Moreover, if the investigation has failed to develop information indicating a possible violation of Federal law by the subject, it would be permissible to interview the subject without a warning as he does not fit the criteria of those entitled to a warning of rights. Carefully plan interview so there will be no compromise of sources, sensitive techniques or interviewing personnel. An overriding consideration to always bear in mind is that interview should elicit from, not provide information to the subject.
(b) Interview at subject's place of employment should be avoided if possible. If attorney or aide is present during interview, interview must be conducted by two Agents.
(c) If, during conduct of interview subject desires that his attorney or aide be present, the interview should be tactfully terminated, and FBIHQ should be informed with recommendation whether or not to resume interview.
(d) In all other instances, SAC has responsibility and option of deciding when two Agents should handle interview. Safety of Agents is first priority to consider.

(7) Direction of subject's activities.
Prior FBIHQ approval is required before taking any steps to direct the subject's activities even though he may appear to be cooperative during the interview.

(8) Reporting results of interview.
(a) Record results of interview on FD-302.
(b) Pertinent results of interview should be included in next report or LHM unless circumstances indicate need for more expeditious reporting. In cover letter or administrative pages, include observations of interviewing Agents as to subject's cooperativeness, any relevant information concerning subject's appearance or characteristics, and assessment of information developed by interview in light of other data known to your office.

3. Reporting Procedures
   a. General
      (1) Pertinent information developed during investigation may be reported either by report or LHM.
          Reports should be submitted:
          (a) When setting out results of extended inquiries such as summary of subject's activities.
          (b) When subject is being recommended for inclusion in ADEX.

          LHM should be used to report timely or significant information regarding subject's current activities.
      (2) All communications should be limited to:
          (a) Information regarding subject's subversive activities, sympathies, and affiliations.
          (b) Pertinent background data concerning subversive individuals or groups with which subject is connected.
          (c) Essential background data regarding subject.

          They should not include information regarding subject's social or personal affairs or other background data not relevant to subject's subversive activities or affiliations.
      (3) Information in both reports and LHMs should be organized under topical headings. Main headings and subheadings should be employed to make the communication as readable as possible.
   b. Summarizing information.
      When reporting information of repetitious or cumulative nature, such as attendance at regular meetings of subversive group, use summary narrative statement. Exact dates are not needed, but time period involved should be indicated. Summary statements must be statements of facts and not conclusions. Information from different sources should be reported separately and any significant items must be set forth in detail.
   c. Administrative or Cover Pages
      (1) Material to be included
          Pertinent information concerning following should be included in administrative pages of report or cover communication of LHM: References to other reports or correspondence, ADEX status, reference to security flash notice (FD-165) or transfer of origin (FD-128), reason for classification, if any, documentation of data contained in report or LHM, identities of confidential sources, leads, and other administrative or noninvestigative material. Use form (FD-305) for ADEX cases. If used, nonsymbol source page should be last page.
      (2) Documentation
          (a) In documenting information originating with another field office, file number of original document need not be shown provided source, date information received, and receiving Agent are identified.
          (b) Do not conduct extensive inquiries to document background information.
          (c) In characterizing persons who associate with subject, identify source but further documentation not required.
   d. Office of Origin
      Office covering place where subject's principal subversive activities occur or originate should be origin. In unusual circumstances where

NW 88321 DocId:32989529 Page 1854

there is doubt as to which office should be origin, request FBIHQ to designate office of origin.

e. Title of communications
Normally, only one subject should be carried in title of each report or LHM and separate reports should be submitted for each subject regardless of relationship. However, when reporting virtually identical information concerning two related individuals (e.g., travel data concerning a husband and wife) an exception can be made and single LHM or report submitted. In such cases dual captions should be used and an extra copy of communication provided.

f. Classification - 100

g. Character
(1) Designation "Subversive Matter" (or abbreviation SM) should be used in all cases. Add organizational affiliation when chief group with which subject is connected is under current investigation or has approved thumbnail sketch.
Example: Subversive Matter - CPUSA
Subversive Matter - SWP
(2) Where meaningful organization affiliation cannot be shown, use caption "Subversive Matter."

h. Copies of reports or LHMs
In all instances furnish four copies to FBIHQ to cover dissemination to Department (2) and Secret Service (1). Where it appears dissemination will be made to other agencies at FBIHQ level, furnish one additional copy for each such agency involved.

i. Status
Carry cases as pending until logical inquiries aimed at resolving purpose of investigation have been completed. As minimum, case should be kept pending until essential background data regarding subject has been secured and sufficient information developed to present good picture of nature and extent of subversive activities engaged in by subject.

j. Closing and reopening of cases
If it is determined that subject's current activities do not involve an actual or potential violation of one or more of the statutes enumerated in A. 1. above, case should be closed.

Case may be reopened at a later date if additional information is received which indicates subject's subsequent activities involve or may result in a violation of the statutes cited in A. 1.

k. Subject traveling abroad (Also see section 105G volume IV, of this manual).
Take following action when information is received that subject of current investigation intends to travel abroad or has departed on foreign travel (except where travel is of brief duration and is known to be for innocuous purpose, such as vacation):
(1) Immediately notify FBIHQ of available details concerning travel, including places and dates of departure and intended return, destination, itinerary, purpose of trip, and pertinent passport data. Include full description of subject, including aliases. Set out concise resume of available subversive data regarding subject. Do not delay advising FBIHQ while developing details if time is of essence.

(2) If necessary, set out lead for WFO to check records of Passport Office, Department of State.

(3) Pertinent information is furnished Department of State, Central Intelligence Agency (CIA), and interested Legal Attaches. Furnish FBIHQ with six copies of LHM (2-Department, 1-Secret Service, 1-State, 1-CIA) plus an additional four copies for each Legal Attache Office which covers area in subject's itinerary (1-Legat, 3-Legat's sources). Also, furnish one copy of subject's photograph, if available, for each Legat Office involved. If stop should be placed with security services abroad, so indicate in cover letter. Set out requests for investigation abroad on separate numbered page captioned "Leads" at end of LHM. Request should not refer to Legal Attache or request investigation by any particular service.

(4) Advise FBIHQ promptly by LHM of subject's return. [Reference any prior memoranda dealing with the subject's travel.] If subject has traveled to a communist country, furnish recommendation as to interview and advise whether additional investigation being conducted.

(5) Take following action when information is received that organization or individual engaged in subversive activities is forming tour group for foreign travel:

(a) Advise appropriate offices, under caption of tour group or organization, as to identities of individuals participating in tour and furnish LHM to FBIHQ for dissemination to State Department, CIA, and interested Legal Attaches. Include readily available information pertaining to tour, such as itinerary, dates, names, and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

(b) Other offices should immediately identify participants residing within their respective territories and submit LHMs on those of security interest. Refer to LHM previously prepared under caption of tour group or organization. In cover letter, list participants on whom there is no subversive information.

l. Submission of information on members of subversive groups.

(1) Offices covering national headquarters or local units of subversive groups should promptly furnish FBIHQ names and identifying data regarding persons affiliated with such groups. Furnish information by letter, and indicate list is being furnished for indexing purposes.

(2) Information regarding subversive affiliation of individuals residing in territory of other offices should be furnished to latter.

(3) Subscription lists of publications of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to FBIHQ.

m. Control files on former members of subversive organizations.

(1) Offices having sufficient volume [may, at the option of the appropriate supervisor,] maintain control files on former members of subversive organizations. Such files will preclude necessity for extensive file reviews to identify persons who are in position to furnish information of value in particular cases.

(2) Where appropriate, make copies of communications for these files. Insofar as practical these files should contain following information

NW 88321 DocId:32989529 Page 1856

regarding ex-members of subversive groups: background, type of information possessed, time period covered, availability fo: interview and for testimony.

n. Channeling information to case files

(1) Memoranda regarding membership or activity in subversive organizations, including summaries of informant reports, should be channeled to case files of individuals involved. When information from informants or surveillances is channeled to individual case files, it should be documented.

(2) When preparing lengthy channeling memoranda reporting material of interest to other offices, limit number of copies prepared to two for each other office. Clearly indicate next to names of other offices the page number containing information of interest and note on cover page that distribution of material to individual case files should be handled by recipient offices.

o. Movement of subjects between offices

If office of origin receives information that subject of current or past investigation changes residence to territory of another division, office of origin request verification within 30 days. If new residence confirmed, office of origin submit FD-128 to transfer origin. [Office of origin should furnish new office with any pertinent subversive data which has not previously been reported in a form suitable for dissemination, or suitable for incorporation in an LHM or report.

p. Destruction of Channeling Memoranda

At the option of appropriate field supervisors, in order to avoid the accumulation of channeling memoranda in a case file as well as to facilitate the subsequent preparation of LHMs or reports, the following procedure may be used: Files may be reopened for preparation of an "investigative insert" for later inclusion in a LHM or report, using T symbols identifying informants who have furnished prior information. Agent preparing this insert should also prepare a cover memorandum showing what serials in the file have been covered by his review and also identifying all symbol number informants involved and indicating the location of the original data (similar to documentation in the cover pages of a report). The channeling memoranda covered in the review can then be destroyed and the "investigative insert" along with its cover memorandum can, if necessary, be forwarded to another field division in the event the subject moves.]

D. DISSEMINATION OF DATA DEVELOPED

1. General Policy

Information developed during these investigations should be furnished to other agencies in Executive Branch which have a legitimate interest. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

Do not disseminate earlier reports without reviewing them to insure they meet current reporting standards. If they are unsuitable for dissemination, prepare LHM containing pertinent information.

2. Specific requirements

Following instructions cover representative situations which occur frequently.

a. Members of armed forces

Deliminations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires free exchange of all information of mutual interest between subscribing agencies. Immediately refer any derogatory or possibly significant information developed concerning members of military services, including contacts with individuals or groups of security interest, to military service having primary responsibility.

NW 88321 DocId:32989529 Page 1857

If it is determined subject of FBI investigation is member of armed services, discontinue immediately, advise FBIHQ, and disseminate pertinent information locally to appropriate intelligence agency. If it is determined subject has close relatives in armed forces, promptly advise appropriate military intelligence service, and furnish pertinent information, including reports, on subject involved. Evaluation of such association lies entirely within province of military intelligence service.

In all instances, advise FBIHQ concerning any possible subversive contacts or derogatory information developed concerning military personnel, including local dissemination made. Enclose four copies of LHM or report setting out pertinent data.

b. Aliens and naturalized citizens
Furnish any information which might have bearing on their deportation or denaturalization to Immigration and Naturalization Service (INS) locally.

c. Individuals employed in or having access to Key Facilities, or employees of private contractors of the Armed Forces
Under Delimitations Agreements, FBI is responsible to disseminate pertinent data to the counterintelligence agencies of the Armed Forces. [Also disseminate pertinent information concerning such individuals to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio 43215, Attention Chief, Adjudication Division and advise interested military intelligence agency of such dissemination to DISCO. However, with regard to facilities having classified contracts with the Atomic Energy Commission (AEC), dissemination to AEC is made only at FBIHQ.] See section 102, volume IV, of this manual for details.

d. Employees of public utilities (including state and municipal facilities)
Disseminate pertinent data locally to Army and any other Federal agency whose interest is apparent.

e. Members of military reserve branches or National Guard
Disseminate pertinent security data locally to appropriate military intelligence service.

f. Seamen and subjects employed in maritime industry, including longshoremen and waterfront employees
Disseminate pertinent security data locally to Coast Guard and when circumstances dictate, to other interested intelligence agencies, including NISO.

g. Employees of Federal Government
Any subversive information received concerning an employee of an agency of the Executive Branch should be promptly forwarded to FBIHQ for dissemination to interested agencies. No dissemination of reports in Security of Government Employee cases should be made in field. Instructions regarding all phases of FBI responsibilities under EO 10450 are in section 19, volume II, of this manual.

h. Individuals who own property or reside in immediate vicinity of installation or other premises under jurisdiction of branch of armed services
Disseminate pertinent data locally to appropriate military intelligence service.

i. Airmen licensed by Federal Aviation Administration (FAA)
FAA issues certificates to airmen (pilot, mechanic, or member of crew); to individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft; and to aircraft dispatchers or air-traffic control tower operation.

Furnish pertinent data concerning such persons to FBIHQ by report or LHM. In cover communication, recommend dissemination to FAA.

NW 88321 DocId:32989529 Page 1858

j. Dissemination to Secret Service
Under agreement between FBI and Secret Service concerning protective responsibilities (set out in section 102, volume IV, of this manual), reports and LHMs are disseminated to Secret Service both locally and at FBIHQ in all cases which meet standards set forth. This includes virtually all cases on individuals where any substantial information exists as to subversive activities or sympathies of subject. When photographs are available send copies to Secret Service locally and to FBIHQ for dissemination at headquarters level.
(1) Secret Service should be advised of reason for referral; i.e., statement of class or classes of agreement which apply to subject. FD-376 serves as letter of transmittal for both local and FBIHQ dissemination. Forward original and one copy to FBIHQ and maintain copy in case file.
(2) After initial dissemination, as changes occur in residence and employment, advise Secret Service locally by FD-366 and furnish two copies to FBIHQ. FD-366 must be submitted even though changes in residence and/or employment are noted in report or LHM being submitted.
(3) For instructions governing dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.
(4) Upon transfer of office of origin, old office of origin should furnish Secret Service locally with subject's new residence and business address by LHM or FD-366. Provide copies to FBIHQ and new office of origin for dissemination to Secret Service headquarters and branch office covering new residence, respectively.
(5) As an administrative aid to insure proper dissemination, the file covers of cases in which dissemination is being made to Secret Service may be stamped "SS."

3. Restrictions on field dissemination
If security measures are known to be inadequate at local office of another Government agency, do not disseminate locally, but bring matter to attention of FBIHQ for headquarters dissemination.

E. ADMINISTRATIVE INDEX (ADEX)
1. Purpose and general policy
a. To have a readily available and up-to-date listing of individuals deemed <u>currently dangerous</u> to the national security. Objective is to identify individuals who should be afforded priority investigative coverage in the event of a national emergency.
b. Under no circumstance should individuals be included in ADEX merely because of their opposition to Government policies or because of the exercise of their constitutional rights of protest and dissent.
c. ADEX is strictly an administrative device. It should not be treated as a factor in determining basic investigative decisions, i.e., whether an investigation should be opened or closed, the extent of investigation to be conducted in a particular case, etc.
2. Criteria
a. ADEX should include individuals whose actions or statements have established that they represent a current threat to the national security, i.e.,:
Individuals (whether affiliated with organized groups or not) who have shown a willingness and capability of engaging in treason, rebellion or insurrection, sedition, sabotage, espionage, terrorism, guerrilla warfare, assassination of government officials, or other such acts which would result in interference with or a threat to the survival and effective operation of national, state or local government.

In all of the above cases recommend removal from ADEX by FD-122 with attached succinct summary of facts. In all instances except c., submit current LHM or report for dissemination to Secret Service at FBIHQ and also furnish report or LHM to Secret Service locally.

[12. Reporting procedures on ADEX subjects

a. An initial summary report must be submitted at time subject is recommended for inclusion in ADEX.

b. Additional reports should not be submitted solely for sake of reporting; however, in the event complexity of case or other reasons so dictate, the SAC or FBIHQ may instruct that reports be submitted.

c. Current significant pertinent information and/or activities of subject should be reported on current basis as it occurs utilizing teletypes, nitels or airtels with letterhead memoranda suitable for dissemination.

d. In the absence of unusual circumstances (imprisonment, prolonged absence on foreign travel, etc.), ADEX cases should be kept pending and a communication submitted to FBIHQ at least every 90 days reporting on subject's activities. In the event subject has been inactive for 90 days, you should comment as to whether continuation on ADEX is warranted.]

[13.] Reevaluation of ADEX status

Prepare administrative tickler concerning each ADEX subject to come up at two-year intervals. This tickler, which is independent of any assignment card, should prompt careful assessment of case to insure subject still falls within ADEX criteria.

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1861

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1862

A. GENERAL GUIDELINES

1. Investigative jurisdiction

FBI investigations under this section are based on specific statutory jurisdiction and Departmental instructions.

Investigations conducted under this section are to be directed to the gathering of material pertinent to a determination whether or not the subject has violated, or is engaged in activities which may result in a violation of, one or more of the statutes enumerated below; or in fulfillment of Departmental instructions.

There are three principal statutes which provide a basis for these investigations, as follows:

a. Rebellion or insurrection (T18, USC § 2383).
"Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against the authority of the United States or the laws thereof, or gives aid or comfort thereto, shall be fined not more than $10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under the United States."

b. Seditious conspiracy (T18, USC § 2384).
"If two or more persons in any State or Territory, or in any place subject to the jurisdiction of the United States, conspire to overthrow, put down, or to destroy by force the Government of the United States, or to levy war against them, or to oppose by force the authority thereof, or by force to prevent, hinder, or delay the execution of any law of the United States, or by force to seize, take, or possess any property of the United States contrary to the authority thereof, they shall each be fined not more than $20,000 or imprisoned not more than twenty years, or both."

c. Advocating the overthrow of the Government (T18, USC § 2385).
"Whoever knowingly or willfully advocates, abets, advises, or teaches the duty, necessity, desirability, or propriety of overthrowing or destroying the government of the United States or the government of any State, Territory, District or Possession thereof, or the government of any political subdivision therein, by force or violence, or by the assassination of any officer of any such government; or

"Whoever, with intent to cause the overthrow or destruction of any such government, prints, publishes, edits, issues, circulates, sells, distributes, or publicly displays any written or printed matter advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying any government in the United States by force or violence, or attempts to do so; or

"Whoever organizes or helps or attempts to organize any society, group, or assembly of persons who teach, advocate, or encourage the overthrow or destruction of any such government by force or violence; or becomes or is a member of, or affiliates with, any such society, group, or assembly of persons, knowing the purposes thereof--

"Shall be fined not more than $20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by

NW 88321 DocId:32989529 Page 1863

the United States or any department or agency thereof, for the five years next following his conviction.

"If two or more persons conspire to commit any offense named in this section, each shall be fined not more than $20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by the United States or any department or agency thereof, for the five years next following his conviction.

"As used in this section, the terms 'organizes' and 'organize', with respect to any society, group, or assembly of persons, include the recruiting of new members, the forming of new units, and the regrouping or expansion of existing clubs, classes, and other units of such society, group, or assembly of persons."

The courts have interpreted this statute to require advocacy to action, i.e., advocacy to do something, now or in the future, rather than merely to believe in something.

In addition to the three principal statutes outlined above, there are two other statutes which might provide a statutory foundation for an investigation under this section. These are:

d. The Internal Security Act of 1950 and the Communist Control Act of 1954 (T50, USC §§ 781-810).

In summary, these statutes make it unlawful to knowingly contribute to the establishment of a totalitarian dictatorship within the United States which is controlled by a foreign government, organization, or individual. The statutes also impose various restrictions on the activities of members or organizations cited by the Subversive Activities Control Board (SACB) as "communist action," "communist front," or "communist infiltrated" groups. The restrictions apply principally to employment by the Federal government or by a defense facility.

The former SACB cited only one organization, the Communist Party, USA, which was named as a "communist action" group.

2. Prosecutive determination
All discussions pertaining to the prosecutive potential of investigations initiated under this section will be conducted by FBIHQ with Departmental officials. These cases should not be discussed with local U. S. Attorney's office without FBIHQ approval.

3. Related statutes
There are a number of other statutes under the FBI's investigative jurisdiction which should be borne in mind in handling these investigations. Information concerning possible violations of such statutes is frequently developed during these investigations. Where this occurs the field should consider the desirability of conducting investigation in line with the policies and procedures governing the statute in question.

A list of other Federal statutes which may arise during these investigations is outlined in an appendix to this manual.

NW 88321 DocId:32989529 Page 1864

4. Definitions
The term "subversive activities" as used in this section denotes activities which are aimed at overthrowing, destroying or undermining the Government of the United States or any of its political subdivisions by the illegal means prohibited by statutes enumerated in A. 1. above. The term "subversive organization" or "subversive movement" denotes a group or movement which is known to engage in or advocate subversive activities, as defined above.

5. Predication for investigation
In all cases handled under the provisions of this section, the first communication prepared which indicates an investigation is being initiated (intraoffice memorandum, letter, airtel, teletype or report) should show specifically the statute upon which the investigation is based together with all the supporting facts. Such a predication must be included in the first communication to FBIHQ and the first report or LHM prepared in each case. Where investigation has been specifically requested by Department, this should be indicated in predication. The following examples are illustrative; however, the predication for each individual case must be tailored to the circumstances of such case.

a. "This investigation is based on information that the subject's activities may be in violation of T18, USC § 2383 (Rebellion or insurrection), and § 2384 (Seditious conspiracy). A source whose reliability has not been determined has informed that the subject is planning, along with others, to travel to Washington, D. C., on April 30, 1971, to participate in planned violent demonstrations during the first week in May, 1971, to 'shut down the Government.' Demonstration plans include the blocking of streets and highways, destruction of personal and Government property, and physical obstruction to prevent Government employees from reporting to work."

b. "This investigation is based on information that the subject's activities may be in violation of T18, USC § 2385 (Advocating the overthrow of the Government). The subject is an admitted member (or has been identified as a member by a confidential source who has provided reliable information in the past) of (name of group). The (name of group) in its public statements and publications advocates the desirability and necessity of overthrowing the U. S. Government by force or violence, and the assassination of U. S. Government officers. The same source has reported that the subject actively supports these positions."

If the statutory basis for an investigation should change or be expanded to include an additional statute or statutes, the first communication prepared subsequent to such change or expansion should specifically show such changes. Similarly, this information should be included in the next report or LHM prepared in the case.

6. Accuracy of characterizations
Assure that statements relating to characterizations of an individual or organization, or relating to affiliations with or membership in any organization, are founded on a firm bases. Identify sources for such characterizations or statements of affiliation or membership if such characterizations, affiliations or memberships are not commonly and publicly known.

NW 88321 DocId:32989529 Page 1865

7. Investigations and contacts with individuals connected with institutions of learning
   a. Prior FBIHQ approval is required to:
      (1) Institute investigation of a faculty member or an organization connected with an educational institution.
      (2) Interview any student or faculty member who is not an established source. (Requests to conduct interviews must include individual's name, position, and an assessment of his reliability and discretion.)
   b. Contacts with established sources in an administrative capacity may be made on campus. Contacts with other established sources, e.g., students and nonacademic employees, should be made off campus.

8. Use of officers from other agencies
   Members of other law enforcement or intelligence agencies are not to accompany Agents handling these investigations without specific approval by the SAC.

B. INVESTIGATION OF ORGANIZATIONS
1. Purpose
   To develop evidence of any violations of statutes enumerated in A. 1. above and to keep the Department and other agencies and officials of the Executive Branch apprised of information developed which pertains to their areas of interest and responsibility.
2. Responsibility to initiate investigations
   When information is received indicating an organization may be engaged in subversive activities or may be a front group for subversive organization, field office should initiate preliminary investigation confined to established sources. Notify FBIHQ that investigation has been undertaken. Within 45 days submit results by letter with recommendation as to whether or not further investigation is warranted.
3. Scope of investigation
   Pertinent data concerning following items should be obtained and reported:
   a. Origin and scope
      Date and circumstances of founding including any incorporation data. Identities of organizers. Location of headquarters and chapters or affiliates, if any.
   b. Stated aims and purposes, especially any information showing advocacy of violence or illegal activity.
   c. Officers
      Principal officers and/or leaders with succinct resume of subversive backgrounds, if any.
   d. Membership
      Total active membership, including logical breakdowns by organizational structure and geographical area, if applicable. If exact membership figures are not available and estimates are given, be certain they are plainly shown as estimates. In cover pages or cover communications, include evaluation of reliability of membership figures cited, as well as comments concerning any significant factors involving membership, e.g., increases or decreases, notable shift in composition of group by age, sex, nationality, etc. Be certain to secure accurate description of all lists referred to so as to avoid confusion as to exact identity or significance of such lists.
   e. Publications
      All publications of group with emphasis on any which clearly depict subversive character of organization.

NW 88321 DocId:32989529 Page 1866

Furnish FBIHQ with copy of publications which portray subversive character of group or which advocate violence. Ascertain sources of funds for publications. When it is operated as distinct entity, a separate investigation should be initiated concerning the publication.

f. Finances
Sources of funds and nature of expenditures, in particular whether any income is received from or contributions made to foreign elements.

g. Connections with other groups
Develop pertinent information concerning ties with other subversive elements including material and/or moral support given or received. Be especially alert to detect connections with foreign subversive elements or indications of foreign allegiance or control. Also determine and report any significant connections or cooperation with nonsubversive groups.

h. Activities
Describe activities of group. Afford special emphasis to any underground operations or activities involving violence or threatened violence. Include any pertinent data showing success or failure of organization in achieving its stated goals.

4. Infiltration of nonsubversive groups

a. General
When information is received indicating that subversive group is seeking to systematically infiltrate and control a nonsubversive organization, available data should be submitted by letter with recommendations as to initiating active investigation. Recommendation to undertake investigation should be supported by available background information concerning target organization (including name and locations, estimated membership, principal officers, and nature of activities) and resume of extent of subversive infiltration efforts (including identities of known subversives who have joined target organization and positions held), provide brief statement as to investigation planned. If approved by FBIHQ conduct discreet investigation limited to determining and reporting activities which are related to or in furtherance of subversive infiltration. These instructions apply to local chapters or affiliates as well as national organization.

b. Caption and preface
Captions of communications should show that subversive infiltration of target organization is objective of investigation, not organization itself, e.g., "Infiltration of (Name of target organization) by (Name of subversive organization)." All communications prepared for dissemination should carry prefatory statement which clearly conveys this point, e.g., "This investigation is directed solely towards establishing the extent of infiltration, domination, or control of the (Name of nonsubversive organization) by the (Name of subversive organization). It is not concerned with the normal activities of the (Name of nonsubversive organization)." In addition, preface should succinctly show the predication for out investigation of the subversive group involved.

c. Limitations on investigation

(1) Other than with established sources, no interviews should be initiated with members, leaders, or officers of infiltrated organization without prior FBIHQ approval (except where they can be handled by suitable pretext). However, this does not preclude accepting information volunteered to FBI.

NW 88321 DocId:32989529 Page 1867

(2) Informants and sources should not be directed by FBI to join or participate in activities of target organization. However, if subversive group requests informant to do so, latter may comply.

(3) Be certain all persons interviewed, including informants, are aware that FBI is not interested in normal activities of target organization but solely in efforts to influence or control the organization by subversive elements.

d. Conversion to full scale investigation
If target organization becomes completely dominated and controlled by subversive elements, advise FBIHQ on UACB basis that full investigation is being initiated as subversive organization. Drop infiltration designation from title of case.

5. Subversive publications
Each office should review such publications produced in its territory to determine whether any advocate subversion, violence, or violations within FBI jurisdiction. If so, submit available information by LHM to FBIHQ with copy of pertinent material and make recommendations as to further action. Insure that FBIHQ is aware of all subversive publications with brief identifying data.

6. Investigative steps
Efforts should be made to develop reliable informants at all levels and in all segments of subversive organization.

Live informant coverage should be supplemented by other logical investigation including review of appropriate public records and publications, interviews with former members of group and, on selective basis, through such techniques as physical and photographic surveillance.

7. Administrative and reporting procedures

a. Reporting requirements and status
When necessary data has been developed concerning organization's activities (See B. 2. above), submit report. After initial report, reports should be submitted semiannually (unless FBIHQ has instructed otherwise in individual cases). LHM may be used to provide FBIHQ or other interested agencies with significant data of immediate interest on an interim basis between reports.

b. Informant coverage
Cover pages of reports should include a brief summary of informant coverage available with respect to the organization, identifying informants who report on the group's activities by symbol number and showing specifically which informants are members of the group.

c. Topical headings
Both reports and LHMs should be organized under logical headings.

d. Character
All cases should use character "Internal Security," e.g., "Communist Party, USA; Internal Security." In case of subsidiary or front group, character should show name or abbreviation of the parent organization, e.g., "Young Workers Liberation League, Internal Security - CPUSA"; "Young Socialist Alliance, Internal Security - SWP." Caption of subversive infiltration cases should include name of subversive group and target organization, e.g., "Infiltration of (Name of target organization) by Socialist Workers Party, Internal Security - SWP."

e. Classification - 100

NW 88321 DocId:32989529 Page 1868

f. Copies
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.

g. Closing of case
In it is determined subject organization is not <u>currently</u> engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

a. Purpose
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.

b. Individuals to be investigated
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.

c. Limitations on investigations
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.

d. Investigations requiring FBIHQ approval
Obtain FBIHQ approval for investigation of:
(1) U. S. Government employee
(2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
(3) Officials or employees of foreign diplomatic establishments or governments.
(4) Faculty members of institutions of learning.
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.

e. Members of United States armed forces.
No investigation should be conducted of active or retired members of of United States military forces. If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of United States armed forces. Advise FBIHQ in form suitable for dissemination.

NW 88321 DocId:32989529 Page 1869

2. Investigative procedures
   a. Scope of investigation.
      Data concerning the following items should be developed and reported, if pertinent:
      (1) Background information, including
         (a) True name and aliases.
         (b) Date and place of birth.
         (c) Residences, past and present.
         (d) Occupations and employments, past and present.
         (e) Citizenship status; where applicable, naturalization data.
         (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
         (g) Military records, including any service in foregin forces.
         (h) Educational background.
         (i) Arrest record and disposition of charges.
         (j) Physical description. Make reasonable effort to secure photograph.
         (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
      (2) Subversive activities and affiliations, including
         (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of adminsion, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
         (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
         (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.
   b. Investigative steps
      The following steps should be considered, but are not all inclusive.
      (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
      (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
      (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

NW 88321 DocId:32989529 Page 1870

(4) Records of private firms. Obtain pertinent available information from records of private firms such as past or present employers. Checks of credit agencies should be limited to securing identifying information only.
(5) Contacts with neighbors and fellow employees. Such inquiries should be made only where there is expectation they will develop pertinent information not otherwise available.
(6) Canvass of established sources and informants. Contact informants and sources in position to be knowledgeable concerning subversive groups with which subject is affiliated.
(7) Physical and photographic surveillances. These should be considered on selective basis when circumstances indicate they may be productive.

c. Interviews of subjects
(1) Policy
Subjects of investigation should be interviewed in the absence of exceptional circumstances. Generally, interviews should be considered after background inquiries have been completed and a good picture of subject's activities developed.
If a decision not to interview a subject is made, this should be fully explained in case file and FBIHQ advised whenever FBIHQ is cognizant of investigation.
(2) Purpose
To develop information regarding subversive activities in which the subject is engaged.
(3) Approval to interview
All interviews of subjects may be approved by SAC except following instances which require FBIHQ approval:
(a) When subject holds leadership position in subversive organization.
(b) When subject is nationally prominent or where circumstances otherwise indicate the interview could be widely publicized, such as labor leaders, educators, religious leaders or journalists.
(c) When interview is to be conducted in presence of subject's attorney and/or aide.
(d) When subject is connected with institution of learning.
(4) Letter requesting FBIHQ approval to interview subject.
(a) Letter should concisely set out available data concerning following items.
I. Residence address, employment, race, date and place of birth, citizenship and any health factors which could affect conduct of interview.
II. Marital status, employment and citizenship of spouse.
III. Succinct summary of subject's subversive activities, membership on affiliation with subversive groups, and positions held.
IV. Similar summary regarding spouse's affiliation with subversive activities.
V. Similar summary concerning subversive activities on part of close relatives.
VI. Resume of subject's current sympathies and status in subversive movement or organization and any indication of disaffection.

NW 88321 DocId:32989529 Page 1871

VII. Subject's arrest record and disposition of charges; any information indicating a propensity for violence.
VIII. What is expected to be gained by interview?

List above items by number but headings need not be restated. If no pertinent data is available concerning a particular item, so indicate.

(b) Submit one copy of letter and additional copy of first page only which can be returned by FBIHQ stamped "Approved."

(5) If interview not conducted within 60 days, submit letter advising FBIHQ:
(a) Reason interview not conducted.
(b) Any new information pertinent to desirability of interview.
(c) Whether efforts to interview subject will be pursued. Thereafter, keep FBIHQ advised at least each 60 days as to progress of matter.

(6) Conduct of interview.
(a) Interviews of subjects entitled to the warning and waiver shall be conducted in accordance with the requirements set forth in Volume I, Manual of Instructions, Section 2B, page 15. If the interview is being conducted for intelligence information rather than an admission or confession of guilt, no warning is required. Moreover, if the investigation has failed to develop information indicating a possible violation of Federal law by the subject, it would be permissible to interview the subject without a warning as he does not fit the criteria of those entitled to a warning of rights. Carefully plan interview so there will be no compromise of sources, sensitive techniques or interviewing personnel. An overriding consideration to always bear in mind is that interview should elicit from, not provide information to the subject.
(b) Interview at subject's place of employment should be avoided if possible. If attorney or aide is present during interview, interview must be conducted by two Agents.
(c) If, during conduct of interview subject desires that his attorney or aide be present, the interview should be tactfully terminated, and FBIHQ should be informed with recommendation whether or not to resume interview.
(d) In all other instances, SAC has responsibility and option of deciding when two Agents should handle interview. Safety of Agents is first priority to consider.

(7) Direction of subject's activities.
Prior FBIHQ approval is required before taking any steps to direct the subject's activities even though he may appear to be cooperative during the interview.

(8) Reporting results of interview.
(a) Record results of interview on FD-302.
(b) Pertinent results of interview should be included in next report or LHM unless circumstances indicate need for more expeditious reporting. In cover letter or administrative pages, include observations of interviewing Agents as to subject's cooperativeness, any relevant information concerning subject's appearance or characteristics, and assessment of information developed by interview in light of other data known to your office.

NW 88321 DocId:32989529 Page 1872

3. Reporting Procedures
   a. General
      (1) Pertinent information developed during investigation may be reported either by report or LHM.
      Reports should be submitted:
         (a) When setting out results of extended inquiries such as summary of subject's activities.
         (b) When subject is being recommended for inclusion in ADEX.

      LHM should be used to report timely or significant information regarding subject's current activities.
      (2) All communications should be limited to:
         (a) Information regarding subject's subversive activities, sympathies, and affiliations.
         (b) Pertinent background data concerning subversive individuals or groups with which subject is connected.
         (c) Essential background data regarding subject.

      They should not include information regarding subject's social or personal affairs or other background data not relevant to subject's subversive activities or affiliations.
      (3) Information in both reports and LHMs should be organized under topical headings. Main headings and subheadings should be employed to make the communication as readable as possible.
   b. Summarizing information.
   When reporting information of repetitious or cumulative nature, such as attendance at regular meetings of subversive group, use summary narrative statement. Exact dates are not needed, but time period involved should be indicated. Summary statements must be statements of facts and not conclusions. Information from different sources should be reported separately and any significant items must be set forth in detail.
   c. Administrative or Cover Pages
      (1) Material to be included
      Pertinent information concerning following should be included in administrative pages of report or cover communication of LHM: References to other reports or correspondence, ADEX status, reference to security flash notice (FD-165) or transfer of origin (FD-128), reason for classification, if any, documentation of data contained in report or LHM, identities of confidential sources, leads, and other administrative or noninvestigative material. Use form (FD-305) for ADEX cases. If used, nonsymbol source page should be last page.
      (2) Documentation
         (a) In documenting information originating with another field office, file number of original document need not be shown provided source, date information received, and receiving Agent are identified.
         (b) Do not conduct extensive inquiries to document background information.
         (c) In characterizing persons who associate with subject, identify source but further documentation not required.
   d. Office of Origin
   Office covering place where subject's principal subversive activities occur or originate should be origin. In unusual circumstances where

NW 88321 DocId:32989529 Page 1873

there is doubt as to which office should be origin, request FBIHQ to designate office of origin.

e. Title of communications
Normally, only one subject should be carried in title of each report or LHM and separate reports should be submitted for each subject regardless of relationship. However, when reporting virtually identical information concerning two related individuals (e.g., travel data concerning a husband and wife) an exception can be made and single LHM or report submitted. In such cases dual captions should be used and an extra copy of communication provided.

f. Classification - 100

g. Character
(1) Designation "Subversive Matter" (or abbreviation SM) should be used in all cases. Add organizational affiliation when chief group with which subject is connected is under current investigation or has approved thumbnail sketch.
Example: Subversive Matter - CPUSA
Subversive Matter - SWP
(2) Where meaningful organization affiliation cannot be shown, use caption "Subversive Matter."

h. Copies of reports or LHMs
In all instances furnish four copies to FBIHQ to cover dissemination to Department (2) and Secret Service (1). Where it appears dissemination will be made to other agencies at FBIHQ level, furnish one additional copy for each such agency involved.

i. Status
Carry cases as pending until logical inquiries aimed at resolving purpose of investigation have been completed. As minimum, case should be keep pending until essential background data regarding subject has been secured and sufficient information developed to present good picture of nature and extent of subversive activities engaged in by subject.

j. Closing and reopening of cases
If it is determined that subject's current activities do not involve an actual or potential violation of one or more of the statutes enumerated in A. 1. above, case should be closed.

Case may be reopened at a later date if additional information is received which indicates subject's subsequent activities involve or may result in a violation of the statutes cited in A. 1.

k. Subject traveling abroad (Also see section 105G volume IV, of this manual).
Take following action when information is received that subject of current investigation intends to travel abroad or has departed on foreign travel (except where travel is of brief duration and is known to be for innocuous purpose, such as vacation):
(1) Immediately notify FBIHQ of available details concerning travel, including places and dates of departure and intended return, destination, itinerary, purpose of trip, and pertinent passport data. Include full description of subject, including aliases. Set out concise resume of available subversive data regarding subject. Do not delay advising FBIHQ while developing details if time is of essence.

NW 88321 DocId:32989529 Page 1874

(2) If necessary, set out lead for WFO to check records of Passport Office, Department of State.

(3) Pertinent information is furnished Department of State, Central Intelligence Agency (CIA), and interested Legal Attaches. Furnish FBIHQ with six copies of LHM (2-Department, 1-Secret Service, 1-State, 1-CIA) plus an additional four copies for each Legal Attache Office which covers area in subject's itinerary (1-Legat, 3-Legat's sources). Also, furnish one copy of subject's photograph, if available, for each Legat Office involved. If stop should be placed with security services abroad, so indicate in cover letter. Set out requests for investigation abroad on separate numbered page captioned "Leads" at end of LHM. Request should not refer to Legal Attache or request investigation by any particular service.

(4) Advise FBIHQ promptly by LHM of subject's return. If subject has traveled to a communist country, furnish recommendation as to interview and advise whether additional investigation being conducted.

(5) Take following action when information is received that organization or individual engaged in subversive activities is forming tour group for foreign travel:

(a) Advise appropriate offices, under caption of tour group or organization, as to identities of individuals participating in tour and furnish LHM to FBIHQ for dissemination to State Department, CIA, and interested Legal Attaches. Include readily available information pertaining to tour, such as itinerary, dates, names, and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

(b) Other offices should immediately identify participants residing within their respective territories and submit LHMs on those of security interest. Refer to LHM previously prepared under caption of tour group or organization. In cover letter, list participants on whom there is no subversive information.

l. Submission of information on members of subversive groups.

(1) Offices covering national headquarters or local units of subversive groups should promptly furnish FBIHQ names and identifying data regarding persons affiliated with such groups. Furnish information by letter, and indicate list is being furnished for indexing purposes.

(2) Information regarding subversive affiliation of individuals residing in territory of other offices should be furnished to latter.

(3) Subscription lists of publications of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to FBIHQ.

m. Control files on former members of subversive organizations.

(1) Offices having sufficient volume should maintain control files on former members of subversive organizations. Such files will preclude necessity for extensive file reviews to identify persons who are in position to furnish information of value in particular cases.

(2) Where appropriate, make copies of communications for these files. Insofar as practical these files should contain following information

NW 88321 DocId:32989529 Page 1875

regarding ex-members of subversive groups: background, type of information possessed, time period covered, availability for interview and for testimony.

n. Channeling information to case files

(1) Memoranda regarding membership or activity in subversive organizations, including summaries of informant reports, should be channeled to case files of individuals involved. When information from informants or surveillances is channeled to individual case files, it should be documented.

(2) When preparing lengthy channeling memoranda reporting material of interest to other offices, limit number of copies prepared to two for each other office. Clearly indicate next to names of other offices the page number containing information of interest and note on cover page that distribution of material to individual case files should be handled by recipient offices.

o. Movement of subjects between offices.

If office of origin receives information that subject of current or past investigation changes residence to territory of another division, office of origin request verification within 30 days. If new residence confirmed, office of origin submit FD-128 to transfer origin.

D. DISSEMINATION OF DATA DEVELOPED

1. General Policy

Information developed during these investigations should be furnished to other agencies in Executive Branch which have a legitimate interest. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

Do not disseminate earlier reports without reviewing them to insure they meet current reporting standards. If they are unsuitable for dissemination, prepare LHM containing pertinent information.

2. Specific requirements

Following instructions cover representative situations which occur frequently.

a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires free exchange of all information of mutual interest between subscribing agencies. Immediately refer any derogatory or possibly significant information developed concerning members of military services, including contacts with individuals or groups of security interest, to military service having primary responsibility.

If it is determined subject of FBI investigation is member of armed services, discontinue immediately, advise FBIHQ, and disseminate pertinent information locally to appropriate intelligence agency. If it is determined subject has close relatives in armed forces, promptly advise appropriate military intelligence service, and furnish pertinent information, including reports, on subject involved. Evaluation of such association lies entirely within province of military intelligence service.

NW 88321 DocId:32989529 Page 1876

In all instances, advise FBIHQ concerning any possible subversive contacts or derogatory information developed concerning military personnel, including local dissemination made. Enclose four copies of LHM or report setting out pertinent data.

b. Aliens and naturalized citizens
Furnish any information which might have bearing on their deportation or denaturalization to Immigration and Naturalization Service (INS) locally.

c. Individuals employed in or having access to Key Facilities, or employees of private contractors of the Armed Forces
Under Delimitations Agreements, FBI is responsible to disseminate pertinent data to the counterintelligence agencies of the Armed Forces. See section 102, volume IV, of this manual for details.

d. Employees of public utilities (including state and municipal facilities)
Disseminate pertinent data locally to Army and any other Federal agency whose interest is apparent.

e. Members of military reserve branches or National Guard
Disseminate pertinent security data locally to appropriate military intelligence service.

f. Seamen and subjects employed in maritime industry, including longshoremen and waterfront employees
Disseminate pertinent security data locally to Coast Guard and when circumstances dictate, to other interested intelligence agencies, including NISO.

g. Employees of Federal Government
Any subversive information received concerning an employee of an agency of the Executive Branch should be promptly forwarded to FBIHQ for dissemination to interested agencies. No dissemination of reports in Security of Government Employee cases should be made in field. Instructions regarding all phases of FBI responsibilities under EO 10450 are in section 19, volume II, of this manual.

h. Individuals who own property or reside in immediate vicinity of installation or other premises under jurisdiction of branch of armed services
Disseminate pertinent data locally to appropriate military intelligence service.

i. Airmen licensed by Federal Aviation Administration (FAA)
FAA issues certificates to airmen (pilot, mechanic, or member of crew); to individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft; and to aircraft dispatchers or air-traffic control tower operation.

Furnish pertinent data concerning such persons to FBIHQ by report or LHM. In cover communication, recommend dissemination to FAA.

j. Dissemination to Secret Service
Under agreement between FBI and Secret Service concerning protective responsibilities dated 11-26-71 (set out in section 102, volume IV, of this manual), reports and LHMs are disseminated to Secret Service both locally and at FBIHQ in all cases which meet standards set forth. This includes virtually all cases on individuals where any substantial information exists as to subversive activities or sympathies of subject. When photographs are available send copies

to Secret Service locally and to FBIHQ for dissemination at headquarters level.

(1) Secret Service should be advised of reason for referral; i.e., statement of class or classes of agreement which applies to subject. FD-376 serves as letter of transmittal for both local and FBIHQ dissemination. Forward original and one copy to FBIHQ and maintain copy in case file.

(2) After initial dissemination, as changes occur in residence and employment, advise Secret Service locally by FD-366 and furnish two copies to FBIHQ. FD-366 must be submitted even though changes in residence and/or employment are noted in report or LHM being submitted.

(3) For instructions governing dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.

(4) Upon transfer of office of origin, old office of origin should furnish Secret Service locally with subject's new residence and business address by LHM or FD-366. Provide copies to FBIHQ and new office of origin for dissemination to Secret Service headquarters and branch office covering new residence, respectively.

(5) As an administrative aid to insure proper dissemination, the file covers of cases in which dissemination is being made to Secret Service may by stamped "SS."

3. Restrictions on field dissemination
If security measures are known to be inadequate at local office of another Government agency, do not disseminate locally, but bring matter to attention of FBIHQ for headquarters dissemination.

E. ADMINISTRATIVE INDEX (ADEX)

1. Purpose and general policy

a. To have a readily available and up-to-date listing of individuals deemed currently dangerous to the national security. Objective is to identify individuals who should be afforded priority investigative coverage in the event of a national emergency.

b. Under no circumstance should individuals be included in ADEX merely because of their opposition to Government policies or because of the exercise of their constitutional rights of protest and dissent.

c. ADEX is strictly an administrative device. It should not be treated as a factor in determining basic investigative decisions, i.e., whether an investigation should be opened or closed, the extent of investigation to be conducted in a particular case, etc.

2. Criteria

a. ADEX should include individuals whose actions or statements have established that they represent a current threat to the national security, i.e.,:
Individuals (whether affiliated with organized groups or not) who have shown a willingness and capability of engaging in treason, rebellion or insurrection, sedition, sabotage, espionage, terrorism, guerrilla warfare, assassination of government officials, or other such acts which would result in interference with or a threat to the survival and effective operation of national, state or local government.

NW 88321 DocId:32989529 Page 1878

b. This would include leaders of organizations whose aims include the overthrow or destruction of the Government of the United States or the government of any state, territory, district, or possession thereof, or the government of any political subdivision therein, by unlawful means. The term "leaders" denotes those individuals, irrespective of title, who are in a position to significantly influence the policies or direct the activities of the group. Mere membership in an organization, without the element of leadership or without a demonstrated willingness and capability described in paragraph a, is not sufficient for inclusion in ADEX.

c. Individuals should be considered a "current threat" to the national security when reliable information has been developed that they have engaged in activity or exhibited the requisite willingness and capability falling within the above-described criteria during prior two years and there is no indication they have ceased such activity. However, there may be instances where retention of an individual in ADEX is justified even though no pertinent information is available during the prior two years. For example, such retention might be warranted in the case of individuals who have gone into hiding, temporarily left the country, or been imprisoned.

d. ADEX should not include individuals who may be ideologically committed to a philosophy which calls for the downfall of our form of government or which favors another form of society but who have not shown a current willingness or capability of engaging in meaningful action to promote their beliefs. This might apply, for example, to rank-and-file members of the Socialist Workers Party or the Communist Party, USA, or other old-line revolutionary groups which have advocated an overthrow of our present form of government but where subject's activity is primarily ideological in nature and not oriented toward action. Each case should be reviewed on an individual basis in the light of the criteria enumerated above.

3. Recommendation for preparation of ADEX card

a. When dangerousness of subject has been established, office of origin should prepare recommendation on FD-122, in triplicate. Forward original and copy to FBIHQ, and place copy in subject's file.

b. Attach additional page or pages to FD-122 setting out succinct summary of facts on which recommendation based.

c. Nonprosecutive summary report should be submitted when subject is recommended for ADEX unless one was previously furnished to FBIHQ. In latter instance, submit up-to-date report.

d. Do not delay recommendation for ADEX because of absence of complete background or descriptive data.

e. Do not defer recommendation for ADEX because subject is missing, temporarily out of the country, or in prison.

f. If FBIHQ approves recommendation, ADEX cards will be prepared including two copies for field. Copy of FD-122 will be returned stamped "ADEX card approved, copies attached." Check cards for accuracy. Place one in alphabetical section of field office ADEX and other in either geographical section or unavailable section.

g. When subject is approved for ADEX, submit Security Flash Notice (FD-165) to check records of Identification Division and post flash notice if fingerprints of subject are on file. FD-165 will be returned if positive identification cannot be made. In latter event,

NW 88321 DocId:32989529 Page 1879

FD-165 should be submitted every two years as long as subject remains on ADEX and no fingerprint record has been located. These submissions should be timed to coincide with biennial review of case.

4. Format of ADEX card.

a. Data to appear on face of card

Itemized below are descriptive categories in which subject may be classified and corresponding abbreviations for use on FD-122 and ADEX card.

(1) Full name and aliases

(2) Date and place of birth

(3) Race

White	W
Black	B
Other	O

(4) Sex

Male	M
Female	F

(5) Citizenship

U. S. Citizen	CT
Alien	AL

(6) Residence address

(7) Employment (occupation and address)

(8) Type of activity

Black Extremist	BEX
Communist (pro-Chinese)	CMC
Communist (pro-Soviet)	CMS
Communist (Trotskyist)	CMT
Foreign Nationality	FRN
Puerto Rican Nationalist	PRN
Revolutionary	REV
Miscellaneous	MSC

Activities connected with "New Left" or anarchistic elements should be shown as "Revolutionary." The term "Foreign Nationality" covers foreign-directed subversion, e.g., Soviet or Chicom espionage, Arab terrorism. The abbreviation FRN should be followed by nationality involved e.g., FRN-Arab, FRN-Cuban.

(9) Special Interest

Espionage Subjects	ESP
Foreign government employees	FGE
U. S. Government employees	GOV

(10) Unavailable section

Missing	MI
Out of country	OC
Imprisoned	PR

(11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List), if applicable, and agency having security responsibility, which is Army.

(12) Field office and FBIHQ file numbers

b. Data to appear on separate card attached to ADEX card in geographical or unavailable section.

(1) Physical description

(2) Photograph, with date taken. It should be most current or best likeness of subject available.

NW 88321 DocId:32989529 Page 1880

(3) Dangerous characteristics of subject, e.g., notation if subject carries firearms.
(4) Any special information needed to locate subject.
(5) Notation that security flash notice (FD-165) has been posted with Identification Division
(6) FBI number and fingerprint classification, when available.

Case should normally be kept pending to secure all pertinent identifying data enumerated in paragraphs a. and b. above. However, if it appears a considerable amount of effort would be required to obtain a particular item, use judgment in deciding whether to continue in pending status solely for this purpose.

Use FD-186 to report above information. File in case file.

5. Arrangement of ADEX
   a. At FBIHQ.
      Index is printed on IBM cards, two copies of which are sent to field. An alphabetical breakdown of true names and all aliases of subjects is maintained at FBIHQ.
   b. In field office
      Index is maintained in three sections:
      (1) Alphabetical section
          This section includes one complete set of current ADEX cards.
      (2) Geographical section
          This section includes ADEX cards of all subjects except those who are missing, temporarily out of the country, or in prison. Geographical section is broken down by residence address in accord with needs of each office, e.g., by state, county, city, or if needed, into boroughs or suburbs. Cards are filed alphabetically under each such breakdown.
      (3) Unavailable section
          This section includes cards of individuals who are missing, out of the country for an indefinite period, or imprisoned, broken down into three corresponding subsections.
          (a) Missing subjects
          (b) Subjects out of country for indefinite period
              Include foreign residence and employment addresses on FD-122, if known. Place stops with INS to be advised of subject's return. Verify foreign residence annually.
          (c) Subjects imprisoned
              Identify institution in which subject is incarcerated on FD-122. Request prison authorities to notify us of subject's release and set tickler to verify.
6. Special interest subjects
   Following classes of individuals could be of special interest in national emergency:
   a. Espionage subjects
      Any action taken in these cases should be handled, if possible, in such manner as to not destroy the opportunity to penetrate an active espionage network.
   b. Foreign government employees
      Any action taken in these cases must be handled so as to minimize the possibilities of diplomatic repercussions.

c. U. S. Government employees
These subjects are of special interest to Department of Justice. Cards on "Special Interest" subjects should be filed in regular sequence with other ADEX cards.

7. Changes in residence and employment of ADEX subjects
a. Develop sources to insure that any such changes are promptly brought to our attention.
b. Submit FD-122 whenever changes occur. Also submit FD-366 to FBIHQ and Secret Service locally.

8. Changes in other background data
a. Submit any changes, additions, or deletions in data required by FD-122 in an updated FD-122. If item being deleted, specify "Delete."
b. Make notations concerning change on existing ADEX card pending receipt of revised card from FBIHQ.

9. Movement of ADEX subjects between offices
a. Requests from other offices to verify addresses of subjects should be handled within thirty days.
b. Upon verification of new address, office of origin submit FD-128 transferring origin. Furnish original and copy to FBIHQ and two copies to office covering new address enclosing copies of previous reports, other pertinent serials, photograph if available, and ADEX cards.
c. If flash notice (FD-165) has been placed with Identification Division, note on FD-128 and designate extra copy for FBIHQ, attention Identification Division.
d. Old office of origin submit current report or LHM whenever there is pertinent information to report. Do not delay submission of FD-128 solely for preparation of report or LHM, but note on FD-128 latter being prepared. Old office of origin furnish Secret Service locally with subject's new residence and business addresses by FD-366 and provide copies to new office of origin for dissemination to Secret Service there.
e. If new office of origin plans no further investigation, advise FBIHQ by letter that case is being closed.

10. Subject entering U. S. armed forces
Submit FD-122 to cancel ADEX and FD-366 to advise Secret Service, furnishing copy of latter to local Secret Service office. Be certain interested military agency has been forwarded all pertinent subversive data regarding subject and is aware of subject's entry into armed forces. Where appropriate, prepare up-to-date LHM or report for dissemination to military agency and to Secret Service both at FBIHQ and field level. While subject is serving in armed forces, appropriate military agency has complete jurisdiction over his activities and no active investigation should be conducted by FBI. Geographical card for subject should be filed in case file marked "canceled" and alphabetical card destroyed. When subject returns to civilian status, determine if activities warrant inclusion in ADEX. If so, submit FD-122 so recommending as well as current report. If not, advise FBIHQ by letter.

11. Removal of cards from ADEX
Subject should be removed from ADEX for any of the following reasons:
a. Death
b. Permanent departure from U. S. or Puerto Rico
c. Designation as security informant
d. Subject no longer falls within ADEX criteria

NW 88321 DocId:32989529 Page 1882

In all of the above cases recommend removal from ADEX by FD-122 with attached succinct summary of facts. In all instances except c., submit current LHM or report for dissemination to Secret Service at FBIHQ and also furnish report or LHM to Secret Service locally.

12. Reevaluation of ADEX status

Prepare administrative tickler concerning each ADEX subject to come up at two-year intervals. This tickler, which is independent of any assignment card, should prompt careful assessment of case to insure subject still falls within ADEX criteria.

NW 88321 DocId:32989529 Page 1883

d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

13. Interviews with subjects of security investigations

a. Policy

[(1)] No security investigation of an individual is to be closed unless subject is included in ADEX or consideration given to interview. Bureau will not authorize cancellation of ADEX card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.

[(2) With regard to subversive and revolutionary organizations, rank-and-file members and their counterparts in similar nonmembership groups may be interviewed on SAC authority; however, prior Bureau authority must be obtained for interviews of subjects when circumstances indicate a delicate situation and a greater than usual risk involved, such as nationally prominent individuals, labor leaders and persons in educational, mass media, religious or publishing fields. Prior Bureau authority is also required to interview those who have publicly disclosed or are likely to disclose to the mass media contacts by Bureau Agents for the purpose of placing the Bureau in a bad light by falsely charging harassment or who have misstated or are likely to misstate the facts concerning the interview for self-serving purposes.

(3) Prior to interview, conduct informant, credit (identifying information only), arrest, and indices checks on individual to be interviewed, determine employment, establish subject not employed or connected with any sensitive area requiring Bureau authorization for an interview, and prepare memorandum for SAC setting forth available facts. Each such interview must be personally approved by SAC. If subject not interviewed, closing communication must show reason for not interviewing.

(4) Where prior Bureau authority is required, no report need be submitted when requesting Bureau authority to interview subject.]

b. Purpose

(1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines

(2) To develop information concerning activities of subject and his associates in subversive movement

(3) To develop informants

c. [Deleted]

d. [Deleted]

e. [Deleted]

NW 88321 DocId:32989529 Page 1884

f. Letter requesting Bureau authority for interview
 (1) In absence of special circumstances, include following statement in first paragraph of letter.
  (a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.
  (b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.
  (c) If available, letter must contain following information:
   I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health
   II. Marital status. If married, occupation, employment, and race of spouse.
   III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.
   IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.
   V. Membership or affiliation of any other close relatives in subversive groups
   VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse
   VII. What is expected to be gained by interview
  (d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.
 (2) Letters must be personally approved by SAC.
 (3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.
 (4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

g. Preparation for and conduct of interview
 (1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.
 (2) [Safety, security, sensitivity and good judgment are considerations in evaluating necessity for two Agents to conduct interview of any subject in all types of security investigations, i.e., revolutionary, subversive or extremist. Special Agents in Charge have responsibility and option of deciding when two Agents should be present during any interview of this nature. Safety of Special Agents should be first priority in any evaluation in this regard. If two Agents conduct interview, background of subject and circumstances will determine how approach should be handled. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by two Agents; one Agent may observe from secure distance.]

NW 88321 DocId:32989529 Page 1885

f. Letter requesting Bureau authority for interview
   (1) In absence of special circumstances, include following statement in first paragraph of letter.
      (a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.
      (b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.
      (c) If available, letter must contain following information:
         I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health
         II. Marital status. If married, occupation, employment, and race of spouse.
         III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.
         IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.
         V. Membership or affiliation of any other close relatives in subversive groups
         VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse
         VII. What is expected to be gained by interview
      (d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.
   (2) Letters must be personally approved by SAC.
   (3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.
   (4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

g. Preparation for and conduct of interview
   (1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.
   (2) Interviews should be conducted by two Agents. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by both Agents; one Agent may observe from secure distance. (Two Agents should be physically present during interview or contact with known or suspected Nation of Islam members in all cases.) Background of subject and circumstances will determine how approach should be handled.

NW 88321 DocId:32989529 Page 1886

d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

13. Interviews with subjects of security investigations

a. Policy

[(1)] No security investigation of an individual is to be closed unless subject is included in ADEX or consideration given to interview. Bureau will not authorize cancellation of ADEX card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.

[(2) With regard to subversive and revolutionary organizations, rank-and-file members and their counterparts in similar nonmembership groups may be interviewed on SAC authority; however, prior Bureau authority must be obtained for interviews of subjects when circumstances indicate a delicate situation and a greater than usual risk involved, such as nationally prominent individuals, labor leaders and persons in educational, mass media, religious or publishing fields. Prior Bureau authority is also required to interview those who have publicly disclosed or are likely to disclose to the mass media contacts by Bureau Agents for the purpose of placing the Bureau in a bad light by falsely charging harassment or who have misstated or are likely to misstate the facts concerning the interview for self-serving purposes.

(3) Prior to interview, conduct informant, credit (identifying information only), arrest, and indices checks on individual to be interviewed, determine employment, establish subject not employed or connected with any sensitive area requiring Bureau authorization for an interview, and prepare memorandum for SAC setting forth available facts. Each such interview must be personally approved by SAC. If subject not interviewed, closing communication must show reason for not interviewing.

(4) Where prior Bureau authority is required, no report need be submitted when requesting Bureau authority to interview subject.]

b. Purpose

(1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines

(2) To develop information concerning activities of subject and his associates in subversive movement

(3) To develop informants

c. [Deleted]

d. [Deleted]

e. [Deleted]

NW 88321 DocId:32989529 Page 1887

furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.

h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services
Disseminate locally to intelligence service of military branch involved.

i. Airmen issued certificates by Federal Aviation Administration (FAA)
FAA issues certificates to airmen, defined as persons in command or acting as pilot, mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish subversive data concerning such persons to Bureau by report or LHM. In cover communication, recommend it be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see MRR, part II, section 5.

j. Dissemination to Secret Service
Under agreement between FBI and Secret Service concerning protective responsibilities dated 11-26-71 (set out in section 102, volume IV, of this manual), reports or LHMs are disseminated to Secret Service (both locally and at [FBIHQ]) in all cases which meet standards set forth As practical matter, this includes virtually all security cases on individuals where any substantial information exists as to subversive, extremist, or revolutionary activities or sympathies on the subject's part. Furnish Bureau extra copy of report or LHM in these cases.

(1) Secret Service must be advised of reason for referral; that is, statement of class or classes of agreement which applies to subject. Use FD-376, which serves as letter of transmittal for both local and [FBIHQ] dissemination. Forward original and one copy to Bureau. Maintain copy in case file and upon transfer of origin, furnish copy to new office of origin. Be certain individual is properly categorized.

(2) If subject of prior investigation is being recommended for ADEX, do not disseminate prior reports without first reviewing them carefully to insure they meet current reporting standards and are suitable for dissemination. If one or more prior reports are found unsuitable for dissemination, prepare LHM containing the pertinent information involved for dissemination to Secret Service along with current report. Forward copies of such LHM to Bureau for [FBIHQ] dissemination.

(3) After initial dissemination to Secret Service, as changes occur in residence and employment, advise Secret Service locally by FD-366 and furnish two copies to Bureau.

(4) For instructions pertaining to dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.

NW 88321 DocId:32989529 Page 1888

(5) Upon transfer of office of origin in these cases, old office of origin should furnish Secret Service locally with subject's new residence and business address by LHM or FD-366 with copies to Bureau and new office of origin for dissemination to Secret Service headquarters and Secret Service office covering new residence, respectively.

k. Dissemination at Bureau

There are situations in which dissemination is made only at Bureau. Do not disseminate information to any field branch of another Government agency where security measures are inadequate. In such instances [bring data to immediate attention of Bureau for[FBIHQ]dissemination. In addition, Atomic Energy Commission receives reports only through Bureau. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including State [Department, only at[FBIHQ.]

NW 88321 DocId:32989529 Page 1889

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1890

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1891

5. Other statutes

Following statutes should also be considered in security investigations.

a. Fraud against Government (Title 18, USC, § 1001)
This section includes possible fraud against Government violations through concealments or falsifications relating to subversive information. Violation must be presented to Department instead of local USAs for prosecutive opinion. They ordinarily involve execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information. (See section 47, volume II, of this manual.)

b. Private correspondence with foreign governments (Title 18, USC, § 953)
Prohibits U. S. citizen from corresponding, without U. S. authority, with foreign government to influence conduct of that government in relation to any disputes or controversies with U. S. or to defeat measures of U. S.

c. Rebellion or insurrection (Title 18, USC, § 2383)
Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against authority of U. S. or its laws shall be fined not more than $10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under U. S.

d. Sedition (Title 18, USC, §§ 2387, 2388, and 2391)
These sections penalize attempts to undermine loyalty, discipline, or morale of U. S. armed forces. (See section 88, volume III, of this manual.)

e. Seditious conspiracy (Title 18, USC, § 2384)
If two or more persons in any state or territory, or in any place subject to jurisdiction of U. S., conspire to overthrow, put down, or to destroy by force Government of U. S., or to levy war against them, or to oppose by force authority thereof, or by force to prevent, hinder, or delay execution of any law of U. S., or by force to seize, take, or possess any property of U. S. contrary to authority thereof, they shall each be fined not more than $20,000 or imprisoned not more than twenty years, or both.

f. Recruiting for service against U. S. (Title 18, USC, § 2389)
Whoever recruits soldiers or sailors within U. S., or in any place subject to its jurisdiction, to engage in armed hostility against the same; or whoever opens within U. S., or any place subject to its jurisdiction, a recruiting station for enlistment of soldiers and sailors to serve in any manner in armed hostilities against U. S. shall be fined not more that $1,000 or imprisoned not more than five years, or both.

g. Immigration and Nationality Act of 1952, as amended by Expatriation Act of 1954
The 1952 act provides that national of U. S., whether by birth or naturalization, shall automatically lose his nationality if he is convicted of: (1) committing any act of treason against U. S., or (2) attempting to overthrow by force U. S. Government, or (3) bearing arms against U. S. Offenses committed subsequent to 12-24-52 where conviction is obtained make defendant subject to expatriation. Expatriation Act of 1954 provides for expatriation when subject is convicted for one of following offenses subsequent to 9-3-54: (1) violating or conspiring to violate Title 18, USC, § 2383 (inciting rebellion or insurrection against U. S.); or (2) willfully performing any act in violation of Title 18, USC, § 2385 (Smith Act of 1940); or (3) violating Title 18, USC, § 2384, by engaging in conspiracy to overthrow, put down, or destroy by force U. S. Government; or (4) levying war against U. S.

NW 88321 DocId:32989529 Page 1892

B. INVESTIGATION OF COMMUNIST PARTY, USA; SOCIALIST WORKERS PARTY; OTHER MARXIST
[REVOLUTIONARY-TYPE ORGANIZATIONS; FRONT GROUPS; [REVOLUTIONARY ACTIVITIES] AND MISCELLANEOUS ORGANIZATIONS

1. Purposes of investigation
   a. To obtain legally admissible evidence for prosecution under existing Federal statutes
   b. To obtain sufficient pertinent data to determine organization's character and permit implementation of EO 10450
   c. To obtain intelligence data in order to have day-to-day appraisal of strength, dangerousness, and activities of organization; and to keep Department and other interested Government agencies advised

   Specific objectives should include:
   a. Development of confidential informants at all levels of organization
   b. Coverage of all important ramifications of organization's activities
   c. Development of admissible evidence against organization's officials for violation of Federal laws
2. Policy
   a. General
      (1) By Presidential directive 9-6-39, and subsequent restatements, FBI is charged with responsibility for coordinating all information regarding U. S. internal security.
      (2) FBI employees should not discuss communist or related investigations with any unauthorized individuals. This subject is not to be discussed in speeches of Bureau employees without specific authorization. However, mimeographed material, including speeches, testimony, and magazine articles prepared by Director, may be furnished without discussion to individuals interested.
      (3) Investigations must be conducted in most discreet and thorough manner. Members of law enforcement agencies are not to accompany Agents during security investigations without Bureau authority.
      (4) Established sources and informants who are students or employees at institution of learning, but who are not reporting on any campus activities or any matter pertaining to educational institution, may be contacted without Bureau authority. These contacts must be made away from campus.
      (5) No photographic surveillances are to be conducted in security cases without specific Bureau authority and then only when essential to protect Bureau's interest in internal security cases by supplementing informant coverage. In request for Bureau authority for photographic surveillance, outline manner in which it will be conducted and supervised.
   b. Established subversive groups
      (1) Keep Bureau currently advised by appropriate communication, and later incorporate in reports, all pertinent activities, including any changes in principal officers, structure of organization, and forthcoming events.
      (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
      (3) Submit reports semiannually unless advised otherwise in individual cases.
   c. Newly formed known or suspected subversive organizations, including
[those affiliated with [revolutionary activities] movement.
      (1) When information is received concerning formation of group, immediately open case and advise Bureau.
      (2) Conduct sufficient inquiry through established sources to determine character of group.
         (a) If further investigation warranted, submit report and thereafter submit reports semiannually unless advised otherwise in individual cases.
         (b) If further investigation not warranted, furnish Bureau results of preliminary inquiry and reasons for this determination by letter. Incorporate any pertinent information in form suitable for dissemination.

NW 88321 DocId:32989529 Page 1893

(8) Develop fully and include following in report:
(a) Address of organization
(b) Brief characterization of organization, including total membership
(c) Principal officers of organization
(d) Pertinent information showing communist objective is to infiltrate organization and influence its policy. Results of infiltration efforts, including communist affiliations of officers and members.

(9) Caption of all correspondence should contain "Communist Infiltration" preceding name of organization.

(10) If organization becomes completely dominated and controlled by CPUSA or other communist group, submit recommendation to Bureau to drop "Communist Infiltration" from title and investigate as communist front.

[g. Revolutionary[Activities]underground-type publications
(1) Conduct no investigation without prior Bureau approval.
[(2) Review all[revolutionary activities]underground-type publications coming to your attention to determine if pertinent material therein advocates civil disobedience, rioting, preparation or use of explosives, and other extremist activity. Advise Bureau of results of review and request Bureau approval for investigation. Submit your request using caption containing title of publication
[with character "IS -[Revolutionary Activities."]
(3) Upon receipt of Bureau authority for investigation, obtain information concerning nature of publication, its location, circulation, sources of income, and principal organizers.
(4) Handle investigation discreetly through established sources and submit results in form suitable for dissemination.

NW 88321 DocId:32989529 Page 1894

[3. Investigative procedures re subversive organizations,[revolutionary activities]groups, suspected subversive organizations, and communist fronts
Develop fully and report on following topics, where applicable:

a. Origin and scope
Date of formation. Circumstances under which founded. Identify individual or individuals responsible for organizing group. Identify all chapters and give their locations.

b. Whether incorporated
Determine if organization has filed incorporation papers with appropriate state officials.

c. Aims and purposes
Determine whether organization advocates violence, resistance, and unlawful activity.

d. Location of headquarters

e. Officers
List principal officers, including board of directors, and give appropriate characterization of each showing subversive affiliation.

f. Membership

(1) General
Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records showing affiliation with organization. Secure accurate description of all lists to eliminate confusion as to exact identity or significance of any list.

(2) CPUSA
Details of semiannual reports are not to contain membership statistics. Following instructions are for cover pages.

(a) Cover pages must contain latest statistics on total CPUSA members in district. Set forth on separate page or pages. Offices covering district headquarters should submit following figures: for entire district, for individual states, or portion of state covered by district. Auxiliary offices which have been authorized to submit this data by letter should include membership figures in such letters and submit them to Bureau and office of origin on April 1 and October 1. Office of origin responsible to obtain complete figures from auxiliary offices.

(b) Each office must show for its territory following: number of Negroes in CPUSA, name and title of each Negro who has national level position or who has district level position above that of club chairman. When possible, membership totals should be broken down as to nationality, sex, employment, veteran status, and membership in unions.

(c) Include evaluation of reliability of figures furnished by each source and of final figures. Use of only one source is not acceptable unless facts demonstrate such information is most reliable available. Also include totals of positively identified CPUSA members and tentatively identified members within six-month period preceding report.

(d) Explain in detail any increase or decrease in membership. Include results of membership recruiting drives. Endeavor to ascertain results of national registration drives.

(e) Include whether all persons identified as CPUSA members in report who reside within area covered by reporting office are listed in Administrative Index (ADEX), or are informants or sources. List any exception by name and show status of investigation and whether name has been furnished to Bureau for indexing.

g. Official organ, if any, and other literature

(1) May be obtained through confidential mailbox, panel sources, and confidential informants

(2) Appropriately identify all such literature.

(3) Promptly furnish to Bureau at least one copy of each pertinent piece of literature.

h. General activities

NW 88321 DocId:32989529 Page 1895

i. Finances
Special efforts must be made to locate and monitor bank accounts of organizations. Emphasis must be placed on determining if funds are being furnished organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.

j. Support given to or received from CPUSA or other communist group
Develop evidence showing support, financial or otherwise, given by organization to CPUSA or other communist group or received by organization from CPUSA or other communist group.

k. Implementation of CPUSA line or that of other communist group
Usually shown through comparison of programs and literature of organization with those of CPUSA or other communist group during any particular period.

l. Accuracy of identifications
Use extreme care to assure statements relating to affiliations or membership in subversive organizations are accurate in all respects. Show exact basis, plus corroboration wherever possible, for identification of suspected organizations or individuals with information of a possible subversive nature. Never refer to a person as a "known communist" unless he is publicly known as such.

m. Specific requirements for CPUSA investigations
Follow previously established reporting format. New York is responsible, in addition to reporting activities of New York District, for investigating and reporting separately on national committee meetings, national training schools, and other important national meetings.

n. Socialist Workers Party (SWP) and other Marxist-Leninist or Trotskyist groups
All offices submit semiannual reports and carry as pending inactive, except New York whose report on SWP activities on national basis should be designated pending. New York also submit report on local SWP activities. Indicate in cover pages whether all persons identified in report as members of SWP or as members of other Marxist-Leninist or Trotskyist groups who reside within area covered by reporting office are listed in[Administrative Index (ADEX),]or are informants or sources. List any exception by name and show status of investigation and state whether name has been furnished Bureau for indexing.

Data concerning above topics can usually be secured through following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various public records, panel sources, confidential sources and other sources of information, interviews with past or present CPUSA members, review of field office files, pretext interviews, surveillances, Agents attending mass meetings, etc.

4. Dissemination of information to Secret Service regarding plots against President
On[11-26-71,]an "Agreement Between the Federal Bureau of Investigation and the[United States]Secret Service Concerning[Protective Responsibilities"] was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual. Agreement provides that FBI, in its investigations of organizations whose activities are inimical to welfare of U. S., will be alert to and promptly notify Secret Service of any information indicating plot against person of the President. It is responsibility of Secret Service to initiate necessary action to neutralize such plot.

a. Be alert during investigation of organization for information indicating plot against person of President. Upon receipt, immediately furnish complete details to nearest office of Secret Service and appropriate local law enforcement agencies and advise Bureau by teletype, or telephone if facts warrant, of information furnished and fact it has been so disseminated. Attempt immediately to verify information, but do not attempt evaluation of information.

NW 88321 DocId:32989529 Page 1896

b. Promptly prepare LHM, including complete details disseminated and identities of Secret Service officer and local law enforcement officers to whom given and date and time of notification. Promptly disseminate LHM locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to Bureau for dissemination at [FBIHQ.] Disseminate copies of all LHMs and reports concerning organization locally to Secret Service on continuing basis and furnish extra copies of such communications to Bureau for dissemination at [FBIHQ.]

c. Determine identities of members of organization involved in plot. Background information concerning such individuals should be fully developed and included in communications disseminated to Secret Service.

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York

a. Submit quarterly reports, to reach Bureau by February 1, May 1, August 1, and November 1 on full extent of communist influence in racial matters. Include information on communist infiltration of Negro organizations and subversive individuals active in racial movement. Include this information even if it duplicates information in other reports. Offices with no information to report advise Bureau by letter.

b. Use three-part outline in report: (1) Communist Strategy, (2) Communist Tactics, and (3) Communist Penetration and Influence in Racial Organizations. Under strategy, include plans and line of CPUSA and other communist groups, such as SWP and Progressive Labor Party. Under tactics, describe communist direction, influence, and participation in demonstrations, disturbances, and other events with racial overtones. List events in chronological order with appropriate subheadings. In part three, report influence of subversives in racial organizations.

6. Title and character.
Communications covering organizations and groups should carry the name of the organization and characters as set out below.

a. Internal Security - Communist
The use of this character will apply to:
(1) Communist basic revolutionary organizations (both pro-Soviet and pro-Chinese); for example, Communist Party, USA, and Progressive Labor Party.
(2) Communist front groups.
(3) Communist infiltrated groups.

b. Internal Security - Communist (Trotskyist)
The use of this character will apply to:
(1) Trotskyist basic revolutionary organizations such as the Socialist Workers Party, Workers World Party, Young Socialist Alliance and Youth Against War and Fascism.
(2) Trotskyist fronts such as the Student Mobilization Committee.

c. Internal Security -[Revolutionary Activities]
This will include all organizations affiliated with [Revolutionary] Movement [groups] except those which would be characterized as Communist or Trotskyist front and infiltrated groups.

Where appropriate, include identity of particular district or field division; e.g.,

Communist Party, USA
____________ District
____________ Division
Internal Security - C

7. Classification - 100

NW 88321 DocId:32989529 Page 1897

5. Recommendation for and preparation of ADEX cards
   a. When potential dangerousness of subject has been established, office of origin is to prepare recommendation to Bureau on FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. FD-122 has three uses: (1) to recommend subject for ADEX, (2) to submit changes for existing cards, and (3) to recommend subject be deleted from ADEX. Submit abstract when recommending subject for ADEX, or removal from ADEX, but no abstract for changes.
   b. When FD-122 is submitted to recommend subject for ADEX, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated category.
   c. If, at conclusion of investigation, subject is not being recommended for ADEX, closing communication should show reasons.
   d. Summary report must be submitted when subject is recommended for ADEX unless one was previously furnished to Bureau. In latter instance, up-to-date report or LHM should be submitted. If case is pending because of outstanding leads, set out additional lead to follow authorization of ADEX card by Bureau. If case would otherwise be closed, place in pending-inactive status with lead to follow approval by Bureau and then close administratively.
   e. Do not delay recommendations for ADEX because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.
   f. Subjects missing or out of country may be recommended for ADEX. FD-122 should include data required for unavailable section.
   g. If Bureau approves recommendation, ADEX cards will be prepared. Copy of FD-122 will be returned stamped "ADEX card approved and prepared, two copies attached. Place description and photograph on reverse side of Geographical card." These cards should be filed in field office ADEX as outlined below. Place returned copy of FD-122 in subject's main file.
   h. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph, which are maintained on separate card stapled to back of one ADEX card. File this card in geographical section (except unavailable section cards.) Second ADEX card is filed in alphabetical section.
6. Inclusion in Stop Index File
   a. Submit FD-122 in triplicate to Bureau when designating Category I ADEX subjects who are extremists for inclusion in Stop Index File.
   b. Succinct summary with FD-122 should contain recommendation for inclusion in Stop Index File and appropriate descriptive data.
   c. After recommendation approved, the third FD-122 copy will be forwarded to the Voucher-Statistical Section which maintains the Stop Index File for Category I ADEX extremist subjects.
7. Content and appearance of ADEX card
   a. Data to appear on face of card
      When complete, face of ADEX card should contain following information. If any items are missing, keep case pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters for appropriate space on FD-122. These code letters will appear on cards received from Bureau.
      (1) Name and aliases
          Full and correct name and aliases of subject
      (2) Race

White (Caucasian)	W
Negro	N
Chinese	C
Others	O

(All others, including Orientals (except Chinese), American Indian, etc.)

NW 88321 DocId:32989529 Page 1898

(3)	Sex	
	Male	M
	Female	F
(4)	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)	
(5)	Organizational affiliation or nationalistic tendency	
	American Socialist Clubs	ASC
	American Workers' Communist Party	AWC
	Black Nationalist	BNT
	Black Panther Party	BPP
	Communist Party, USA	COM
	Groups advocating independence for Puerto Rico	PRN
	Minutemen	MIN
[	Nation of Islam	NOI
	Progressive Labor Party	PLP
	Proletarian Party of America	PPA
	Revolutionary Action Movement	RAM
[	[Revolutionary Activities	RA]
	Revolutionary Union	RU
	Socialist Workers Party	SWP
	Spartacist League	SPL
	Student National Coordinating Committee	SNC
	Students for a Democratic Society	SDS
	Workers World Party	WWP
	Albanian	ALB
	Bulgarian	BUL
	Chinese	CH
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	Polish	POL
	Romanian	ROM
	Russian	RUS
	Yugoslavian	YUG
(6)	Category designation	
	Category I	C I
	Category II	C II
	Category III	C III
	Category IV	C IV
(7)	Special Tabbing	
	Pro-Cuban	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	U. S. Government employees	GOV
(8)	Unavailable section	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
(9)	Date and place of birth	

NW 88321 DocId:32989529 Page 1899

6. Character
   a. The designation "Security Matter" (SM where appropriate) is to be set out in all instances. Use organizational affiliation where organization with which subject is affiliated is under current or continuing investigation or where a Bureau-approved thumbnail sketch exists.
      Examples: Security Matter - C (Communist)
      Security Matter - SWP (Socialist Workers Party)
      Security Matter - SMC (Student Mobilization Committee)
   b. Every effort is to be made to use a meaningful organizational affiliation or nationalistic tendency designation; however, where this cannot be done, following designations should be used:
      (1) Security Matter - Subversive (Where activity of subject consists primarily of efforts to disrupt or destroy Government operations through violent protest and is in line with espousal or support of philosophy which advocates overthrow of Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)
      [(2) Security Matter -[Revolutionary Activities](Where activity of subject is primarily extremist, student and/or communal-existence oriented and relates to violent efforts to disrupt or destroy Government operations in line with espousal or support of a philosophy which advocates overthrow of the Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)
7. Status
   Carry cases as pending until all active investigation has been conducted. Thereafter, status shall be as follows:
   a. Category I: Cases should remain in pending status and report or LHM submitted six months from date of last report or LHM.
   b. Category II: Cases should be reopened 45 days prior to six months from date of last verification to meet annual reporting and six-month verifications requirements.
   c. Category III: Cases should be reopened 45 days prior to one year from date of last annual verifications to meet annual reporting and verifications requirements.
   d. Category IV: Cases in which there have been reports, or LHMs in lieu of reports, or verifications within last year should be reopened 45 days prior to one year from that date to meet annual verifications requirements and 45 days prior to two years from that date to meet biennial reporting requirements.
   e. Subjects recommended for ADEX
      (1) Pending inactive
          If all active investigation completed at time FD-122 forwarded to Bureau, set forth lead to follow for ADEX approval.
      (2) Closed
          After ADEX approved, follow by administrative tickler for periodic report.
   f. Subject not being recommended for ADEX
      Closed - prior to closing, comply with instructions pertaining to interviews.
8. Content
   a. Include following and handle under topical headings (both in reports and LHMs) where appropriate.
      (1) Background
          (a) Birth data
          (b) Citizenship status

NW 88321 DocId:32989529 Page 1900

- (c) Education
- (d) Marital status
- (e) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (f) Identification record
- (g) Employment
- (h) Residence
- (i) Status of health (if known)

(2) Connections with basic revolutionary groups, front groups, and/or other subversive organizations or movements
- (a) Information concerning admission into group, including sponsors, etc.
- (b) History of activity in, attendance at meetings of, and positions held in subversive movement

(3) Revolutionary statements by subject
- (a) Determine each statement and full details surrounding it.
- (b) Determine all statements showing adherence to principles of Marxism-Leninism or other revolutionary doctrines.

(4) Other activities indicating furtherance of program of subversive organizations
- (a) Speeches and writings
- (b) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
- (c) Pertinent contacts between subject and leaders of organizations
- (d) Details concerning subject's attendance or connection with subversive training schools

(5) False statements made by subject, including aliases
Evidence may be obtained from passports, tax returns, and voting, marital, employment, and selective service records.

(6) Miscellaneous
Pertinent items not falling under above categories

b. Reports on individuals should be confined to:

(1) Information as to membership and activity in basic revolutionary organizations, front organizations, and/or other subversive organizations or unorganized groups

(2) Position and importance of subject in subversive movement

(3) Pertinent background information
Include only information pertinent to determining whether or not subject is engaged in subversive activities. Set out date or period to which it pertains; e.g., John Doe advised on January 15, 1970, that subject attended CP meetings in January, 1965, in Syracuse, New York.

c. Summarizing information

(1) When prior summary reports are not suitable for dissemination, include all pertinent information in current summary report with sources fully protected.

(2) Repetitious and cumulative items may be limited to representative number with each item set forth fully documented. Number of items will depend upon preponderance of other information showing dangerousness of subject.

(3) When selection of representative number of items is made, follow with summary statement that source advised during specified period of time subject also attended certain number of other meetings. (Set out file number and serial range in documenting such statements.)

(4) Where there is extensive activity in subversive organizations, it is permissible to use narrative statements without exact dates of

NW 88321 DocId:32989529 Page 1901

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1902

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1903

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1904

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1905

A. STATUTES

There are four principal statutes to consider in security investigations: Public Law 733 as implemented by Executive Order (EO) 10450, Smith Act of 1940, Internal Security Act of 1950 (ISA-50), and Communist Control Act of 1954. On occasion, other statutes may be applicable, such as seditious conspiracy, treason, fraud against Government, and Registration Act.

1. Public Law 733 as implemented by EO 10450

President, by Executive Order 10450, dated 4-27-53, established government-wide employee security program, based on authority and approach set forth by Congress in Public Law 733, enacted on 8-26-50.

Section 8(a) of EO 10450 provides that investigations conducted pursuant to this order shall be designed to develop information as to whether employment or retention in employment in Federal service of person being investigated is clearly consistent with interests of national security. Such information relates, among other things, to following:

> "Membership in, or affiliation or sympathetic association with, any foreign or domestic organization, association, movement, group, or combination of persons which is totalitarian, Fascist, communist, or subversive, or which has adopted, or shows, a policy of advocating or approving the commission of acts of force or violence to deny other persons their rights under the Constitution of the United States, or which seeks to alter the form of government of the United States by unconstitutional means."

Attorney General's part of employee security program consists of making full field investigations through FBI; maintaining list of totalitarian, fascist, communist, or subversive organizations; and giving agencies advice in establishing and maintaining their security programs.

2. Smith Act of 1940 (Title 18, USC, § 2385). Advocating overthrow of Government

Smith Act prohibits knowingly advocating or teaching overthrow of Government by force or violence; publishing or circulating written or printed material with intent to cause such overthrow; attempting to organize group of persons who teach, advocate, or encourage such overthrow; and conspiring to commit these offenses. Penalty for conviction carries fine of not more than $20,000 and/or imprisonment for not more than 20 years and shall be inelegible for employment by U. S. or any department or agency thereof for five years next following his conviction. Decisions by Supreme Court on 6-7-57 and 6-5-61 established new evidentiary standards, such as proof of incitement to action, which must be met by Government in future prosecutions under this act.

[3. Internal Security Act of 1950 (Title 50, USC, §§[781-810)]

Internal Security Act of 1950 (ISA-50) became effective 9-23-50. It generally provides for registration of communist-action and communist front organizations; amends obstruction of justice statute; implements espionage and sabotage statutes and various immigration and naturalization regulations;[and]prohibits contributing to establishment of totalitarian dictatorship. Act was amended 1-2-68 to delete requirement that communist organizations and their members register with Attorney General, a procedure ruled unconstitutional by Supreme Court because it violated constitutional rights against self-incrimination. This manual section is limited to ISA-50 provisions pertaining to communist-action organizations, communist front organizations,[and]contributing to establishment of totalitarian dictatorship.

NW 88321 DocId:32989529 Page 1906

a. Communist-action organizations
(1) Definition (§ 782)
Term "communist-action organization" means any organization in U. S. (other than diplomatic representative or mission of foreign government accredited by Department of State) which is substantially directed, dominated, or controlled by foreign government or foreign organization controlling world communist movement (referred to in section 781) and which operates primarily to advance objectives of world communist movement.
(2) Factors to be considered by Subversive Activities Control Board (SACB) in determining whether organization is communist-action organization (§ 792)
SACB considers relationship of organization under review to foreign organization or foreign government described in above definition in regard to policies, activities, accountability, training received, financial support, concealment of foreign direction, and allegiance of its principal leaders to such foreign government or foreign organization.

b. Communist front organizations
(1) Definition (§ 782)
Term "communist front organization" means any organization in U. S. (other than communist-action organization) which (a) is substantially directed, dominated, or controlled by communist-action organization or (b) is substantially directed, dominated, or controlled by one or more members of communist-action organization, and (c) is primarily operated for purpose of giving aid and support to communist-action organization, communist foreign government, or world communist movement.
(2) Factors to be considered by SACB in determining whether organization is communist front organization (§ 792)
SACB considers extent to which organization is managed and financed by any communist-action organization, communist foreign government, or world communist movement. SACB also considers extent to which organization's policies are similar to and extent it promotes objectives of any communist-action organization, communist foreign government, or world communist movement.

c. How proceedings are instituted (§ 792)
When Attorney General has reason to believe any organization is communist-action or communist front organization, he files petition with SACB (and serves upon organization copy thereof) for determination that such is true by hearing before SACB.

d. Findings of Board and publication of same (§ 792)
If, after hearing, SACB finds (1) that organization is communist-action or communist front organization, it makes report in writing of its findings and causes to be served on such organization an order determining organization to be communist-action or communist front organization.

Findings of SACB are published in Federal Register and this publication is notice to all persons that such orders have become final; records of SACB concerning such hearings shall be available to public.

e. Employment of members; contributions of funds, services, or advice by Government personnel (§ 784)
When there is in effect final order of SACB determining any organization to be communist-action or communist front organization, it shall be unlawful

NW 88321 DocId:32989529 Page 1907

(1) For any member of such organization with knowledge or notice of such final order: (a) to conceal or fail to disclose that he is a member of such organization in seeking, accepting, or holding any nonelective office or employment under U. S.; (b) to hold any nonelective office or employment under U. S.; (c) to conceal or fail to disclose that he is member of such organization in seeking, accepting, or holding employment in any defense facility; or (d) to hold office or employment with any labor organization, as defined in section 2 (5) of National Labor Relations Act, as amended, or to represent any employer in any matter or proceeding arising or pending under that act.

(2) For any officer or employee of U. S. or of any defense facility, with knowledge or notice of such final order of SACB: (a) to contribute funds or services to such organization; or (b) to advise, counsel, or urge any person, with knowledge or notice that such person is member of such organization, to perform or omit to perform, any act if such act or omission would constitute violation of any provision of paragraph (1) above.

f. Use of mail and instrumentalities of interstate or foreign commerce (§ 789)
Act requires any person acting for or on behalf of any organization for which there is in effect final order of SACB determining it to be communist-action or communist front organization to label properly all publications transmitted through mail or by any means or instrumentality of interstate or foreign commerce.

[g. [Deleted]

h. Contributing to establishment of totalitarian dictatorship (§ 783)
ISA-50 provides that it shall be unlawful for any person knowingly to combine, conspire, or agree with any other person to perform any act which would substantially contribute to establishment within U. S. of a totalitarian dictatorship, direction and control of which is to be vested in, or exercised by, or under domination or control of any foreign government, foreign organization, or foreign individual. Maximum penalty is $10,000 or 10 years, or both, and thereafter be inelegible to hold any office or place of honor, profit, or trust created by Constitution or laws of U. S. Statute of limitations is 10 years, except statute will not run on officer or employee of U. S. until after his employment has ceased.

4. Communist Control Act of 1954
Act is divided into three measures: (a) termination of rights, privileges, and immunities formerly enjoyed by CPUSA and subsidiary organizations: (b) determination of membership in CPUSA and other subversive organizations; and (c) amendment of ISA-50, bringing within its purview communist-infiltrated organizations. This manual section is limited to provisions pertaining to communist-infiltrated organizations (Title 50, USC, § 782).

a. Definition of communist-infiltrated organization
Term "communist-infiltrated organization" means any organization in U. S. (other than communist-action or communist front organization) which (1) is substantially directed, dominated, or controlled by individual or individuals who are, or who within three years have been, actively engaged in giving aid or support to communist-action organization, communist foreign government, or world communist movement, and (2) is serving, or within last three years has served, as means for (a) giving aid or support to any such organization, government, or

NW 88321 DocId:32989529 Page 1908

movement, or (b) impairment of military strength of U. S. or its industrial capacity to furnish logistical support required by its armed forces. Provided, however, that any labor organization which is affiliate in good standing of national federation or other labor organizations whose policies and activities have been directed to opposing communist organizations, communist foreign government, or world communist movement shall be presumed prima facie not to be communist-infiltrated organization.

b. Proceedings when Attorney General has reason to believe organization is communist infiltrated
He may file petition with SACB and serve copy on communist-infiltrated organization. He may join more than one organization as respondents to his petition. Hearings will then be conducted by SACB on evidence presented by Attorney General. SACB is empowered to make finding that organization is or is not communist-infiltrated, and within six months after an unfavorable determination organization may petition for a new determination.

SACB is also authorized to notify National Labor Relations Board (NLRB) of its findings and to publish findings in Federal Register. NLRB has power to deny organizations found to be communist infiltrated representation before it, and upon petition of twenty per cent of membership of communist-infiltrated labor union to NLRB, that body may nullify rights of union to represent its members and call for election to determine new bargaining representative.

c. Factors to be considered by SACB in determining whether organization is communist infiltrated (§ 792a)
SACB shall consider following:
(1) To what extent, if any, effective management of affairs of organization is conducted by one or more individuals who are, or within three years have been, (a) members, agents, or representatives of any communist organization, any communist foreign government, or the world communist movement with knowledge of nature and purpose thereof; or (b) engaged in giving aid or support to any such organization, government, or movement with knowledge of nature and purpose
(2) To what extent, if any, policies of such organization are, or within three years have been, formulated and carried out pursuant to direction or advice or any member, agent, or representative of any such organization, government, or movement
(3) To what extent, if any, personnel and resources of such organization are, or within three years have been, used to further or promote objectives of any such communist organization, government, or movement
(4) To what extent, if any, such organization within three years has received from, or furnished to or for use of, any such communist organization, government, or movement any funds or other material assistance
(5) To what extent, if any, such organization is, or within three years has been, affiliated in any way with any such communist organization, government, or movement
(6) To what extent, if any, affiliation of such organization, or any individual or individuals who are members thereof, or who manage its affairs, with any such communist organization, government, or movement is concealed from or is not disclosed to the membership
(7) To what extent, if any, such organization or any of its managers or members are, or within three years have been, knowingly engaged (a) in any conduct punishable under § 783 or § 794 or under chapter 37, 105, or 115 of Title 18; or (b) with intent to impair military strength of U. S. or its industrial capacity to furnish logistical or other support required by its armed forces, in any activity resulting in or contributing to any such impairment

NW 88321 DocId:32989529 Page 1909

d. Political organizations
   (1) Obtain Bureau approval to institute investigation.
   (2) Furnish all pertinent information re communist infiltration, influence, or control of organization to Bureau by letter.

e. Organizations connected with institutions of learning
   (1) Conduct no investigation without prior Bureau approval.
   (2) In request for Bureau approval, submit all available data and reason investigation is necessary.
   (3) If Bureau authority granted, it is permissible to contact all established reliable sources, including those in administrative capacity with institution of learning.
   (4) Complete justification must be submitted and Bureau authortiy obtained before conducting interview with student, graduate student, or professor connected with institution of learning.

f. Legitimate noncommunist organizations which are communist infiltrated
   (1) Conduct no investigation without prior Bureau approval.
   (2) Investigations should be handled most discreetly by experienced Agents.
   (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of following exists and include recommendation for instituting investigation:
      (a) Communist Party, USA (CPUSA) or other communist organization has specifically instructed its members to infiltrate organization.
      (b) CPUSA members or members of other communist groups have infiltrated organization in sufficient strength to influence or control organization.
   (4) When advising Bureau, include following:
      (a) Name and address of organization
      (b) Extent of communist infiltration
      (c) Identities of CPUSA members or members of other communist groups and positions held in organization
      (d) List of informants who hold positions, are members, or report on organization
      (e) Recommendation as to additional investigation

      Above instructions apply to local chapters or affiliates, as well as national organization. Break down information required under items (c) and (d) above by local chapters where they exist.
   (5) No informant or source should be instructed by FBI to join or attend meetings. If CPUSA or other communist organization asks informant to do so, he should comply.
   (6) No member of organization not already established source should be contacted regarding organization. This does not preclude pretext interviews where advisable.
   (7) Include in first paragraph of details of report basis for investigation and statement it is directed solely toward establishing extent of infiltration or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.

NW 88321 DocId:32989529 Page 1910

(8) Develop fully and include following in report:
  (a) Address of organization
  (b) Brief characterization of organization, including total membership
  (c) Principal officers of organization
  (d) Pertinent information showing communist objective is to infiltrate organization and influence its policy. Results of infiltration efforts, including communist affiliations of officers and members.

(9) Caption of all correspondence should contain "Communist Infiltration" preceding name of organization.

(10) If organization becomes completely dominated and controlled by CPUSA or other communist group, submit recommendation to Bureau to drop "Communist Infiltration" from title and investigate as communist front.

[g. Revolutionary New Left underground-type publications

(1) Conduct no investigation without prior Bureau approval.

(2) Review all New Left underground-type publications coming to your attention to determine if pertinent material therein advocates civil disobedience, rioting, preparation or use of explosives, and other extremist activity. Advise Bureau of results of review and request Bureau approval for investigation. Submit your request using caption containing title of publication with character "IS - New Left."

(3) Upon receipt of Bureau authority for investigation, obtain information concerning nature of publication, its location, circulation, sources of income, and principal organizers.

(4) Handle investigation discreetly through established sources and submit results in form suitable for dissemination.]

NW 88321 DocId:32989529 Page 1911

3. Investigative procedures re subversive organizations, new left groups, suspected subversive organizations, and communist fronts
Develop fully and report on following topics, where applicable:
a. Origin and scope
Date of formation. Circumstances under which founded. Identify individual or individuals responsible for organizing group. Identify all chapters and give their locations.
b. Whether incorporated
Determine if organization has filed incorporation papers with appropriate state officials.
c. Aims and purposes
Determine whether organization advocates violence, resistance, and unlawful activity.
d. Location of headquarters
e. Officers
List principal officers, including board of directors, and give appropriate characterization of each showing subversive affiliation.
f. Membership
(1) General
Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records showing affiliation with organization. Secure accurate description of all lists to eliminate confusion as to exact identity or significance of any list.
(2) CPUSA
Details of semiannual reports are not to contain membership statistics. Following instructions are for cover pages.
(a) Cover pages must contain latest statistics on total CPUSA members in district. Set forth on separate page or pages. Offices covering district headquarters should submit following figures: for entire district, for individual states, or portion of state covered by district. Auxiliary offices which have been authorized to submit this data by letter should include membership figures in such letters and submit them to Bureau and office of origin on April 1 and October 1. Office of origin responsible to obtain complete figures from auxiliary offices.
(b) Each office must show for its territory following: number of Negroes in CPUSA, name and title of each Negro who has national level position or who has district level position above that of club chairman. When possible, membership totals should be broken down as to nationality, sex, employment, veteran status, and membership in unions.
(c) Include evaluation of reliability of figures furnished by each source and of final figures. Use of only one source is not acceptable unless facts demonstrate such information is most reliable available. Also include totals of positively identified CPUSA members and tentatively identified members within six-month period preceding report.
(d) Explain in detail any increase or decrease in membership. Include results of membership recruiting drives. Endeavor to ascertain results of national registration drives.
(e) Include whether all persons identified as CPUSA members in report who reside within area covered by reporting office are listed in[Administrative Index (ADEX),]or are informants or sources. List any exception by name and show status of investigation and whether name has been furnished to Bureau for indexing.
g. Official organ, if any, and other literature
(1) May be obtained through confidential mailbox, panel sources, and confidential informants
(2) Appropriately identify all such literature.
(3) Promptly furnish to Bureau at least one copy of each pertinent piece of literature.
h. General activities

NW 88321 DocId:32989529 Page 1912

i. Finances
Special efforts must be made to locate and monitor bank accounts of organizations. Emphasis must be placed on determining if funds are being furnished organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.

j. Support given to or received from CPUSA or other communist group
Develop evidence showing support, financial or otherwise, given by organization to CPUSA or other communist group or received by organization from CPUSA or other communist group.

k. Implementation of CPUSA line or that of other communist group
Usually shown through comparison of programs and literature of organization with those of CPUSA or other communist group during any particular period.

l. Accuracy of identifications
Use extreme care to assure statements relating to affiliations or membership in subversive organizations are accurate in all respects. Show exact basis, plus corroboration wherever possible, for identification of suspected organizations or individuals with information of a possible subversive nature. Never refer to a person as a "known communist" unless he is publicly known as such.

m. Specific requirements for CPUSA investigations
Follow previously established reporting format. New York is responsible, in addition to reporting activities of New York District, for investigating and reporting separately on national committee meetings, national training schools, and other important national meetings.

n. Socialist Workers Party (SWP) and other Marxist-Leninist or Trotskyist groups
All offices submit semiannual reports and carry as pending inactive, except New York whose report on SWP activities on national basis should be designated pending. New York also submit report on local SWP activities. Indicate in cover pages whether all persons identified in report as members of SWP or as members of other Marxist-Leninist or Trotskyist groups who reside within area covered by reporting office are listed in[Administrative Index (ADEX),]or are informants or sources. List any exception by name and show status of investigation and state whether name has been furnished Bureau for indexing.

Data concerning above topics can usually be secured through following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various public records, panel sources, confidential sources and other sources of information, interviews with past or present CPUSA members, review of field office files, pretext interviews, surveillances, Agents attending mass meetings, etc.

4. Dissemination of information to Secret Service regarding plots against President
On[11-26-71,]an "Agreement Between the Federal Bureau of Investigation and the[United States]Secret Service Concerning[Protective Responsibilities"] was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual. Agreement provides that FBI, in its investigations of organizations whose activities are inimical to welfare of U. S., will be alert to and promptly notify Secret Service of any information indicating plot against person of the President. It is responsibility of Secret Service to initiate necessary action to neutralize such plot.

a. Be alert during investigation of organization for information indicating plot against person of President. Upon receipt, immediately furnish complete details to nearest office of Secret Service and appropriate local law enforcement agencies and advise Bureau by teletype, or telephone if facts warrant, of information furnished and fact it has been so disseminated. Attempt immediately to verify information, but do not attempt evaluation of information.

NW 88321 DocId:32989529 Page 1913

b. Promptly prepare LHM, including complete details disseminated and identities of Secret Service officer and local law enforcement officers to whom given and date and time of notification. Promptly disseminate LHM locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to Bureau for dissemination at SOG. Disseminate copies of all LHMs and reports concerning organization locally to Secret Service on continuing basis and furnish extra copies of such communications to Bureau for dissemination at SOG.

c. Determine identities of members of organization involved in plot. Background information concerning such individuals should be fully developed and included in communications disseminated to Secret Service.

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York

a. Submit quarterly reports, to reach Bureau by February 1, May 1, August 1, and November 1 on full extent of communist influence in racial matters. Include information on communist infiltration of Negro organizations and subversive individuals active in racial movement. Include this information even if it duplicates information in other reports. Offices with no information to report advise Bureau by letter.

b. Use three-part outline in report: (1) Communist Strategy, (2) Communist Tactics, and (3) Communist Penetration and Influence in Racial Organizations. Under strategy, include plans and line of CPUSA and other communist groups, such as SWP and Progressive Labor Party. Under tactics, describe communist direction, influence, and participation in demonstrations, disturbances, and other events with racial overtones. List events in chronological order with appropriate subheadings. In part three, report influence of subversives in racial organizations.

6. Title and character.

[Communications covering organizations and groups should carry the name of the organization and characters as set out below.

a. Internal Security - Communist

The use of this character will apply to:

(1) Communist basic revolutionary organizations (both pro-Soviet and pro-Chinese); for example, Communist Party, USA, and Progressive Labor Party.

(2) Communist front groups.

(3) Communist infiltrated groups.

b. Internal Security - Communist (Trotskyist)

The use of this character will apply to:

(1) Trotskyist basic revolutionary organizations such as the Socialist Workers Party, Workers World Party, Young Socialist Alliance and Youth Against War and Fascism.

(2) Trotskyist fronts such as the Student Mobilization Committee.

c. Internal Security - New Left

This will include all organizations affiliated with the New Left Movement except those which would be characterized as Communist or Trotskyist front and infiltrated groups.]

Where appropriate, include identity of particular district or field division; e.g.,

Communist Party, USA
__________ District
__________ Division
Internal Security - C

7. Classification - 100

NW 88321 DocId:32989529 Page 1914

[C. INVESTIGATION OF COMMUNIST INFILTRATION OF LABOR UNIONS
[1. Purpose of investigation
[a. To obtain complete picture of control communists have over vital industry in U. S.
[b. To develop data concerning extent of communist control over important trade unions
[c. To develop evidence necessary to establish under provisions of Communist Control Act of 1954 that a labor union is communist infiltrated at time Attorney General files petition.
[d. To determine identity of each important communist in labor movement
[2. Policy
[a. Prior Bureau authority required to conduct active investigation. Bureau will advise field of unions being considered under Communist Control Act of 1954. Give continuous, thorough, and expeditious attention because of limited period (three years) pertinent evidence is admissible under statutory limits in act.
[b. Ascertain availability and willingness to testify of all possible witnesses for benefit of Department in considering cases for presentation to Subversive Activities Control Board. Current informants and confidential sources should be described as currently furnishing information to FBI and not as unavailable. Department must be furnished brief statement on background and any known factors affecting credibility of all other witnesses, including discontinued informants. Investigative techniques not available for use in court may be described as unavailable.
[c. Investigation is limited to activities of individuals acting in furtherance or apparent furtherance of communist program. Goal is complete picture of extent of communist infiltration and domination.
[d. Labor union as such is not subject of investigation. Title of all communications must clearly show communist infiltration is subject of investigation. FBI is not interested in employer-employee relationships or legitimate union activities.
[e. Prior Bureau authority required to conduct interview with any officer or official of labor union during investigation of communist infiltration unless officer or official is established reliable source or confidential informant.
[f. Prepare brief history of union, including origin, constitution, bylaws, and organizational structure. Office of origin is responsible for coverage of officers and personnel of national or international office. Auxiliary offices responsible for coverage of international representatives, organizers, and regional, district, council, and local officers active within their territories.
[3. Title
[Title of all communications should clearly show that communist infiltration of union involved is subject of investigation, not the union itself; e.g.,

"Communist Infiltration of United Electrical Workers of America"

[4. Classification - 100
[5. Character - Internal Security - C

NW 88321 DocId:32989529 Page 1915

D. INVESTIGATIONS OF INDIVIDUALS - POLICY AND OBJECTIVES

1. Definitions

Following organizations are examples of "basic revolutionary organizations."

a. Communist Party, USA
b. Socialist Workers Party
c. Progressive Labor Party
d. Proletarian Party of America
e. Nationalist Party of Puerto Rico
f. Revolutionary Union

Black nationalist extremists and members of Puerto Rican nationalist groups and Puerto Rican subversive proindependence groups, although technically not members of basic revolutionary organizations, should be investigated under same rules. (See section 122, volume IV, of this manual.)

2. FBI responsibility

To conduct thorough investigations into background and activities of all persons in U. S. and Puerto Rico who are dangerous or potentially dangerous to internal security. Each SAC is responsible for investigation of persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

3. Purposes of investigation

a. Determination of dangerousness

To determine identity, whereabouts, and activities of all individuals in U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more revolutionary groups or related groups, are dangerous or potentially dangerous to internal security; collection of sufficient information concerning their subversive activities to [intelligently evaluate extent of investigation needed.]

b. Determination of violations of Federal statutes

To determine identity, whereabouts, and activities of all individuals who have been or may be violating laws of U. S.

(1) Direct investigation to obtain admissible evidence to establish violation.

(2) Be alert for violation of Federal statutes relating to espionage, sabotage, and sedition.

4. Individuals to be investigated

Exercise sound judgment and discretion in evaluating importance and dangerousness of individuals or affiliates. Investigate activities of any individual falling within one or more of following [conditions] who does not come within restrictions on investigations listed under 87D, item 5, below:

a. Membership in basic revolutionary organizations subsequent to 1-1-49

b. Espousing line of revolutionary movements

Espousal encompasses wide variety and range of activities. Actual membership in basic revolutionary organization is not prerequisite. Espousal may be expressed by membership or active participation in subversive front groups. Open investigation in every instance in which subject is actively engaged in affairs of subversive front organization in leadership capacity or by active participation in furtherance of aims and purposes of front organizations. Do not open on mere membership in front organization unless there is past membership at any time in basic revolutionary organization or other subversive derogatory information.

c. Special training

(1) Training in subversive movement abroad

(2) Leadership training in basic revolutionary organization

d. Military service

(1) Service in Abraham Lincoln Brigade; membership in basic revolutionary organization not prerequisite

(2) Service in military forces of any country, including U. S. armed forces, whenever individual has ever been member of basic revolutionary organization

NW 88321 DocId:32989529 Page 1916

e. Employment in key facilities
Individual employed in or having access to key facility who is alleged to have been at any time member of any basic revolutionary organization

f. Other individuals with revolutionary beliefs
Individuals who, because of anarchist or revolutionary beliefs, are likely to seize upon national emergency to endanger public safety and welfare. Membership or affiliation in basic revolutionary or front groups not prerequisite.

Above standards are not all-inclusive. Resolve doubts in interest of security and conduct investigation.

Complaints from anonymous sources alleging subversive activities should be considered as basis for investigation.

Security cases must be evaluated continually to determine if we are fulfilling responsibilities in internal security field and those cases not warranting further investigation should be closed promptly.

5. Restrictions upon investigations of individuals
Do not institute investigations because of membership in organizations which do not advocate use of force to bring about changes in existing Government; e.g., Socialist Party, Independent Workers of the World, and Independence Party of Puerto Rico.

a. Investigations of and interviews with individuals connected with institutions of learning

(1) Prior Bureau authority required to institute investigation of faculty members.

Bureau authority not needed for student or nonacademic employee provided no unusual circumstances exist which would require advice from Bureau prior to investigation and there is sound basis for investigation. In requests for Bureau authority, identify subject, his position, and basis for investigation.

(2) Contacts during investigation

(a) After Bureau authority granted, it is permissible to contact:

I. Established sources functioning in an administrative capacity, such as registrar, director of admissions, dean of men, dean of women, and security officers and their subordinates. Contacts may be made on campus. Other established sources and informants must be contacted away from campus.

II. All individuals not connected with institutions of learning who, consistent with discretion, would be contacted in security case, such as neighbors and past employers.

(b) No contacts are to be made with students, graduate students, and professors (other than sources outlined above) at educational institutions without prior Bureau authority. When requesting authority, give full justification, individual's name, position, and statement concerning his discretion and reliability.

(c) Superiors of faculty members should not be contacted.

(3) Receiving voluntary information
These instructions must not deter immediate interview of any person connected with institution of learning who desires to furnish information to FBI or be contacted by an Agent.

NW 88321 DocId:32989529 Page 1917

b. Subjects not connected with institution of learning
When subject of investigation is not connected with an institution of learning and interview of student, faculty member, or other employee of institution of learning is desired, prior Bureau authority must be obtained except for established sources. When requesting authority, furnish name, position, and a positive statement concerning person's discretion and reliability.

c. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishment, employees of United Nations or international organizations, and members of armed forces
If subject of investigation is or becomes employee of U. S. Government, foreign official establishment, United Nations, or other international organization, has foreign diplomatic or official status, or is member of U. S. armed forces, advise Bureau and request authority for further investigation.

6. Fraud against Government (FAG) violations

a. Policy
(1) Upon receipt of information indicating violation of this type, initiate investigation under "Security Matter - Fraud Against the Government" character and immediately advise Bureau.
(2) Investigate and report criminal fraud violation (such as concealment of arrests) arising during security-type fraud investigation on same subject in conjunction with investigation of security-type fraud. Bureau will present both violations to Department. If security-type fraud investigation is discontinued, handle criminal fraud separately following instructions in section section 47, volume II, of this manual.
(3) If admissible evidence developed does not warrant submission of prosecutive summary report, submit results in investigative report.

b. Investigation
(1) To establish jurisdiction, it is necessary to prove that form was presented to Government agency for action or determination, and this should be first investigative objective. If form was not presented to Government agency, conduct no further investigation and so advise Bureau.
(2) It must be established that subject actually signed form by testimony of witnesses to signature, handwriting examination, or other conclusive evidence. Original of form must be located. Thoroughly interview any sources who furnished pertinent information concerning subject during any previous investigation and other potential witnesses to determine basis for each item of pertinent information furnished and identities of other potential witnesses.
(3) Where affiliation with subversive organizations is involved, interview individuals who were members of same units as subject for evidence of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview subject.
(4) Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. Exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions below concerning interviews with subjects of security investigations when interviewing potential witnesses with subversive backgrounds.

c. Legal questions
If question of law arises as to existence of violation, advise Bureau and hold investigation in abeyance for Department's opinion. Department has no fixed policy as to prosecution in these cases and desires to consider each case. Submit basic facts concerning execution and filing of document and subversive activity denied in report for presentation to Department, even though basis for concealment or fraudulent statement does not appear to be material.

NW 88321 DocId:32989529 Page 1918

d. Cases referred by military
Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations are involved. If subversive information does not warrant full security investigation but does indicate possible fraud violation, advise interested agency that FBI's investigation will be directed toward proving possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with FBI investigation. Advise agency pertinent information developed will be furnished and request agency to do likewise. Immediately initiate security matter - fraud against the Government investigation. If subversive information warrants full security investigation and also indicates fraud violation, advise interested agency that Bureau is initiating full security investigation in conjunction with investigation of possible violation of law and results will be furnished. Conduct expedite investigation to determine subject's dangerousness and whether a fraud violation is involved.

7. Submission of subversive derogatory information on individuals

a. Offices covering national or local headquarters of various subversive groups should promptly furnish Bureau names and identifying data regarding persons affiliated with such groups, to include basic revolutionary organizations, fascist-type organizations, black extremist organizations, and front groups of these. Furnish Bureau such information by letter and, where appropriate, indicate that list of names is being furnished for Bureau indexing purposes.

b. Information from all sources should be reviewed to insure Bureau has been furnished lists of all individuals affiliated with organizations enumerated in item a. Include information concerning a number of individuals in one letter if possible. Set out sufficient identifying data to facilitate check of Bureau files.

c. Offices obtaining information regarding subversive affiliation of individuals residing outside their territories should promptly advise offices covering such persons' addresses.

d. Names of subscribers to Communist Party nominating petitions and names appearing on subscription lists of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to Bureau for indexing.

e. Important subversive information concerning any individual and any new subversive information concerning an individual of importance should be furnished Bureau expeditiously.

f. Subversive and/or derogatory information coming to attention of field office through name check or otherwise on employee of executive branch of Government, which information is within purview of EO 10450, should be forwarded promptly to Bureau for dissemination to Civil Service Commission. Such information relating to other employees of Government or employees of United Nations and other public international organizations should be furnished Bureau immediately.

NW 88321 DocId:32989529 Page 1919

E. INVESTIGATION OF INDIVIDUALS - INVESTIGATIVE PROCEDURES AND TECHNIQUES

1. General

All pertinent information concerning subject's background and subversive activity must be fully developed and reported to assure accurate evaluation of his dangerousness. Use discretion to prevent subjects from becoming unnecessarily aware of investigation.

Members of law enforcement agencies are not to accompany Agents in security investigations without prior Bureau authority.

2. Scope of investigations

Following should be obtained:

a. Background

(1) True name and aliases

(2) Residence address

(3) Occupation or business and employment address

(4) Citizenship status, including date and place of birth and pertinent data concerning naturalization of aliens

(5) Family background
If possible, ascertain from sources contacted and report date and place of birth of subject's parents and spouse and parents of spouse. Do not conduct investigation solely for this information.

(6) Military record
Determine if subject has served in U. S. armed forces; time, place, and circumstances of such service; type of discharge received; and any membership in veterans' organizations. If subject served in armed forces of any foreign government, determine pertinent facts.

(7) Close relatives
Determine whether subject has any close relatives in U. S. armed forces or in other positions of trust and confidence, whether public or private, relating to national defense.

(8) Identification record

(a) Be alert for identification record showing arrests and/or civil data. Check local police records.

(b) When subject is approved for[ADEX,]submit[Security Flash Notice](FD-165) to check records of Identification Division and to post flash notice if fingerprints on file. FD-165 will be returned if positive identification cannot be made with fingerprints on file. Office of origin is responsible for resolving identification when record has been furnished by Identification Division as possibly identical. If positive identification cannot be made, it is not necessary to communicate further with Identification Division.

(c) When office of origin is changed for[ADEX]subject after flash notice has been placed, form FD-128 (changing origin) should so indicate. Send extra copy of FD-128 to Identification Division so its records will show new office of origin.

(d) [Concerning subjects who are in ADEX on whom no fingerprints are on file with the Identification Division, an FD-165 should be submitted periodically. Category I subject requests should be submitted every six months. In the case of Category II and III subjects, requests should be submitted on annual basis in conjunction with the submission of annual report. In the case of Category IV subjects, requests should be submitted every two years in conjunction with reports. This periodic notification is no longer needed upon advice by Identification Division of a fingerprint record on the subject and the placing of a stop against such record.]

NW 88321 DocId:32989529 Page 1920

[(e) Cancel flash notice when subject dies or is no longer of security interest.

(9) Physical description

(a) Obtain and report detailed physical description.

[(b) Each subject should be personally observed whenever complete security investigation is conducted; however, do not delay submission of form FD-122 (recommending subject [for[ADEX)]when it has not been possible to observe subject. Keep case open until personal observation accomplished. When subject is outside U. S. or Puerto Rico, this requirement may be followed administratively until subject is personally observed upon his return to this country.

NW 88321 DocId:32989529 Page 1921

(10) Photograph
Make reasonable efforts during investigation to obtain photograph of subject. Maintain case on [ADEX] subject in pending status until suitable photograph is obtained unless circumstances dictate otherwise, in which case advise Bureau. Forward copy of photographs to Bureau for dissemination to Secret Service. [Efforts should be made to obtain photographs which are a good likeness of the subject's current appearance.]

(11) Handwriting specimens
If readily available, obtain handwriting specimens for possible future use and maintain in subject's file. Case is not to be kept pending merely to obtain such specimens. [Special efforts should be made to secure handwriting specimens of the leaders of militant or revolutionary organizations and they should be submitted to the Bureau by cover letter for attention of FBI Laboratory so as to be included in the National Security File. When they may be of value as evidence, transmittal letter should so state and request their return after copies have been made.]

(12) Labor union membership
If subject is member of basic revolutionary group, ascertain his trade-union affiliation and what, if any, position he holds in labor organization.

b. Subversive activity

(1) Membership or affiliation
Obtain admissible evidence that subject is member of, or affiliated with, one of basic revolutionary and/or front organizations. Some more common types of evidence are:

(a) Oral or written statements or admissions of subject made publicly or privately
(b) Statements of informants and others in position to know and can testify to facts
(c) Official letterheads, documents, and membership and dues records identifying subjects with such organizations
(d) Selective service records in which subject admits membership
(e) Attendance at closed meetings and conventions of such organizations
(f) Letters to publications, public officials, or others signed by subject and admitting membership in or adherence to principles of such organization
(g) Recruitment or attempt to recruit members for such organization
(h) Solicitations or contributions of funds for such organization
(i) Seeking public office as candidate for such organization

Communist Control Act of 1954 sets out list of 14 criteria to be considered in determining membership, including acceptance of organization discipline.

(2) Knowledge of aims and purposes
Obtain admissible evidence that subject knows aims and purposes of subversive organization to overthrow Government by force and violence. Mere proof of membership or affiliation is not sufficient to prove knowledge. Proof that subject has knowledge includes:

(a) Direct admissible evidence, such as oral or written statements made by subject, or by responsible officials of subversive organization in subject's presence
(b) Length of time in subversive organization
(c) Official positions held in organization, especially in educational, propaganda, or policy-making capacities
(d) Charter membership in organization, participation in original establishment of organization
(e) Extensive and long-continued participation in various organizational activities

NW 88321 DocId:32989529 Page 1922

(f) Attendance or teaching at organization schools or classes, especially leadership classes
(g) Preparation or distribution of party propaganda
(h) Recruiting and fund-raising activities
(i) Possession of Marxist or revolutionary literature or urging others to read literature of revolutionary character

While none of the above may be of sufficient value alone, a combination may constitute convincing proof. Revolutionary purposes of subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such statements should be fully reported. Develop and report all revolutionary statements and circumstances under which made.

(3) Position and importance
(a) Information showing importance of individual to subversive organization or movement should be fully developed and reported. Member or affiliate may be dangerous or important because of his position, influence, or activities inside or outside organization, or both.
(b) Concealment of membership and underground activity
Member or affiliate may be highly dangerous although he takes no part in overt activities of organization. Subject may have assignment in underground and is not to contact or associate openly with others in subversive movement. By virtue of this assignment in secret operations, such individuals must be considered most dangerous. Be continually alert that individual may be serving in underground capacity. All logical investigative techniques should be used to develop fully individual's activities in underground; identities of other individuals engaged in underground operations; and method of operation, extent, and purposes of underground.

Coverage must be sufficient to insure underground activities of subversive movement are known. Identities of individuals who are directing underground operations; location of hiding places of fugitives and underground leaders; and locations of secret printing presses, mimeograph machines, and large stationery supplies must be known at all times.

[3.] Missing security subjects
[a.] Location of all dangerous subversives must be known at all times. Each subject remaining out of control at time of national emergency represents threat to national security.
[b. Deleted]
[c.] When information is received that ADEX subject has changed his residence and/or employment, case must be opened and assigned for active investigation to locate subject.
[d.] If subject has gone into hiding, or is working clandestinely in underground capacity, he can be classified as missing subject and should be included in unavailable section of [ADEX.] When FD-122 is submitted to Bureau, send cover letter advising of investigative steps taken to locate [subject.]
[e.] Investigations to locate missing [ADEX] subjects must be given preferential and continuous attention [and should] be handled as thoroughly as fugitive investigation.
[(1)] Advise Bureau each 45 days by letter of steps taken to locate missing [ADEX] subject. Do not submit reports which merely set forth negative results of investigation.
[(2)] If subject may have gone to Mexico or Canada, request Bureau to alert appropriate Government agencies to this possibility and to seek verifying information through liaison channels. If subject is reported to have gone to any other foreign country, request Washington Field Office (WFO) to check records of Passport Office of State Department for verification.

NW 88321 DocId:32989529 Page 1923

[[(3)] When all logical leads have been exhausted in case of important
[[security subject,]consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.

[[4.] Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)

Set forth below are steps to be taken when information is received that
[subject in one of following[circumstances]intends to travel abroad or has already departed this country for foreign travel: subject of current
[security investigation, subject in[categories]I and II of[ADEX,]past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.

[[a.] Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.

[[b.] Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.

[[c.] Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.

[[d.] Subsequent report in individual case should contain details regarding subject's travel.

[[e.] Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization
[of investigative interest to Bureau or subject in one of[circumstances]
[described in first paragraph under item[4]above.

[[(1)] Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

[[(2)] Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item 4 above, Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

NW 88321 DocId:32989529 Page 1924

[[f.] Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.

[[5.] File reviews

Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.

[[6.] Security informants

Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.

[[7.] Physical surveillances

Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.

a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.

[[8.] Photographic surveillances

Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.

[[9.] Public sources

Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. Credit check of individual should be limited to obtaining identifying information only (name, address, former address, employment, former employment). Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.

[[10.] Records of private firms

Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.

[[11.] a. Channelizing of information to case files

Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.

NW 88321 DocId:32989529 Page 1925

b. Preparation of channelizing memoranda for other offices. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office the number of the page containing information pertinent to that office and note on cover page that distribution of material for case files is being left to the discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attend a meeting or gathering, and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of additional copies of the one-page attachment are left to the discretion of the receiving office.

[[12.] Preservation of evidence

Bear in mind necessity of obtaining admissible evidence.

a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.

b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.

c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.

NW 88321 DocId:32989529 Page 1926

d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

[[13.] Interviews with subjects of security investigations

a. Policy

No security investigation of an individual is to be closed unless subject is included in [ADEX] or consideration given to interview. Bureau will not authorize cancellation of [ADEX] card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.

b. Purpose

(1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines

(2) To develop information concerning activities of subject and his associates in subversive movement

(3) To develop informants

c. SAC authority

Without Bureau authority SAC may:

(1) Authorize interviews with individuals who have not been subjects of security investigations and available information does not warrant opening case

(2) Authorize interviews of subjects of security cases who have previously been interviewed with Bureau authority, provided no change has taken place in subject's status and interviews are conducted under same conditions as previously authorized

(3) Authorize interviews of subjects of closed security cases

(4) Authorize interviews of rank-and-file black extremists except as noted in section 122, volume IV, of this manual

d. Procedures for interviews under SAC authority

(1) If there is closed file, reopen it. If none, open case in 134 [classification.]

(2) Case Agent [should] prepare memorandum requesting SAC authority to conduct interview of subject to determine his attitude towards cooperation with FBI. [Review of office files should be included.]

(3) During first contact Agent should identify himself, outline Bureau's responsibilities in security field, and request subject's assistance. If individual has been member of basic revolutionary organization and appears cooperative, he may be questioned about his own activities. However, this interview is for sole purpose of determining whether subject might be cooperative.

(4) If cooperative, advise Bureau and conduct background investigation under section 107, volume IV, of this manual. If uncooperative, prepare brief memorandum for file and close case. Letter to Bureau not necessary.

e. Prior Bureau authority

Prior Bureau authority required for:

(1) Subjects of active current investigation where no prior Bureau authority has been obtained

(2) Closed cases on current [ADEX] subjects where no prior interview has been conducted

(3) Subjects of investigations requested by Bureau, both open and closed, such as applicant and loyalty cases

(4) Individuals when circumstances indicate delicate situation and greater than usual risk involved, such as labor leaders and individuals in educational, mass media, religious, or publishing fields. Bureau authority needed even though there were prior interviews.

(5) Security subjects who have publicly disclosed previous contacts

(6) [Deleted]

In above cases, no report need be submitted when requesting Bureau authority to interview subject.

NW 88321 DocId:32989529 Page 1927

f. Letter requesting Bureau authority for interview

(1) In absence of special circumstances, include following statement in first paragraph of letter.

(a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.

(b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.

(c) If available, letter must contain following information:

I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health

II. Marital status. If married, occupation, employment, and race of spouse.

III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.

IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.

V. Membership or affiliation of any other close relatives in subversive groups

VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse

VII. What is expected to be gained by interview

(d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.

(2) Letters must be personally approved by SAC.

(3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.

(4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

g. Preparation for and conduct of interview

(1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.

(2) Interviews should be conducted by two Agents. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by both Agents; one Agent may observe from secure distance. (Two Agents should be physically present during interview or contact with known or suspected Nation of Islam members in all cases.) Background of subject and circumstances will determine how approach should be handled.

NW 88321 DocId:32989529 Page 1928

(3) Interviews of active communists should be conducted at secure place other than subject's residence or place of employment. If reasonable effort has been made for such approach and it is not practical, set forth circumstances and request Bureau authority to make contact at home or place of business explaining any need to contact employer. Letter should contain statement that, if subject appears cooperative, arrangements will be made for another interview at secure place away from residence or employment, if necessary, to determine fully degree of cooperation.

(4) If subject cooperative upon initial contact, further contact may be had without Bureau authority. No limitation on number of recontacts, but use good judgment. If interview authorized by Bureau, advise Bureau of results of contact and plans for recontacts. Obtain specific authority to make recontact where circumstances indicate delicate situation and greater than usual risks involved, such as labor leaders and individuals employed in educational, mass media, religious, and publishing fields.

(5) Terminate interview with active subversive if third person arrives during interview. Furnish Bureau details and obtain Bureau authority prior to reinterview.

(6) Terminate interview immediately if subject is hostile or uncooperative.

(7) Inform subjects connected with labor unions that Bureau is not interested in employee-employer relations and is concerned only with infiltration of labor unions by subversive elements. Furnish no information and make no statements to embarrass Bureau. Questions should require admission or denial by subject of all pertinent items of subversive information unless to do so would expose investigative techniques or security informants. Cordial and friendly attitude alone is not evidence of cooperation insofar as potential dangerousness is concerned when subject fails to admit or verify subversive information obtained through previous investigation.

(8) If cooperative, inform subject we want to interview him in detail and arrange interviews over extended period if necessary to exploit subject's knowledge to utmost. Conduct necessary investigation or research to corroborate and develop information received.

(9) Where appropriate, reduce information obtained to signed statement and determine his willingness to testify to information furnished if needed in Federal proceedings.

h. Reporting results of interview

(1) When no information is developed during interview which would affect subject's[ADEX]status, promptly submit results by letter and include in next report[or LHM.] If individual is employed in or holds sensitive position in trade-union, educational, mass media, religious, or publishing fields, results of all interviews must be submitted promptly in report or LHM,[except where subject is developed as]security informant or source.

(2) Report subject's admissions of his subversive activities and associations and indicate whether he did or did not furnish information regarding subversive activities of others.

(3) Report[any]statements by subject denying subversive activities and follow with concise statement of such activity[as shown by prior investigation.]

(4) Letter transmitting results of interview must contain:

(a) Conclusion of interviewing Agents as to cooperativeness of subject and reasons for conclusion

(b) Statement as to whether information furnished coincides substantially with other available information

NW 88321 DocId:32989529 Page 1929

(c) Statement as to subject's availability as potential witness and evaluation of subject's potential as informant or confidential source and whether further contacts contemplated

[(d) [Recommendation that ADEX card be canceled when interview, considered with other available information, indicates subject is no longer dangerous to internal security.]

(e) Pertinent information regarding subject's appearance or characteristics which has not previously been reported

[i. Reinterviews of [ADEX] subjects

Consider reinterviews with [ADEX] subjects on systematic basis. Consider such reinterviews when necessary to review case or when case comes up on tickler.

j. Maintenance of control file on former members of subversive organizations

(1) Offices having sufficient volume should maintain control file on former members of subversive organizations for reference purposes. This file will obviate necessity for extensive file reviews to identify persons who may be in position to furnish information of value in future.

(2) Copies of memoranda designated for individual case files should be routed to this file. Such memoranda should contain: background of person, type of information he may furnish, period covered by this data, whether or not person is available for interview by all Agents, and whether he is in position and willing to testify.

(3) This file should not include information concerning security informants.

(4) If special index is used in conjunction with this file, it should contain cards filed alphabetically indicating times and places persons were in subversive movement and brief description of information available from them. It may be broken down geographically and subdivided by years.

NW 88321 DocId:32989529 Page 1930

F. ADMINISTRATIVE INDEX

1. Purpose and general policy

a. To have a readily available and up-to-date listing of individuals who are deemed dangerous to the internal security, especially in the event of a national emergency.

b. The Administrative Index (referred to as ADEX) includes the names and identifying data concerning individuals who fall within four categories of dangerousness described below.

c. Under no circumstances should individuals be included in ADEX, or otherwise be the subject of investigative attention, merely because of their opposition to Government policies or because of the exercise of their constitutional rights of protest and dissent. The ADEX is intended, and should be utilized, solely to list individuals who constitute a potential or actual threat to the internal security of the United States and/or whose activities and statements indicate that they would resort to violent, illegal, or subversive means.

d. Matters relating to the ADEX are not to be included in reports or LHMs prepared for dissemination outside the Bureau. If field office believes that special circumstances justify discussion of ADEX with qualified representatives of other Federal agencies on strictly confidential basis, furnish full facts to Bureau and request prior approval for such action.

e. Contents of ADEX must be accurate and correct at all times. Matters relating to its maintenance should be given preferred attention.

2. Categories

a. Category I

(1) All national leaders of revolutionary organizations whose aims and purposes include the overthrow and destruction of the Government by force and violence or other unconstitutional means, and individuals affiliated therewith who have demonstrated propensity for violence against the person rather than property or have received special training in sabotage, espionage, guerrilla warfare, or have engaged in underground-type operations.

(2) Revolutionaries, though unaffiliated with any specific organization, who have demonstrated by acts or statements a propensity for violence, including acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of national, state, and local Governments and of the defense efforts.

(3) National leaders of extremist organizations.

(4) Any individual who qualifies for the ADEX should be included in Category I if he is employed in or has access to a key facility.

b. Category II

(1) Secondary leadership of revolutionary and extremist organizations. Secondary leadership would comprise, for example, regional, state, and local leaders who are involved in policy making in fulfilling anti-U. S. objectives of their respective revolutionary organizations and whose activities do not justify their inclusion in Category I.

(2) Active participants in furthering the aims and purposes of the revolutionary or extremist organization with which affiliated.

(3) Other unaffiliated revolutionaries or extremists who have demonstrated by acts or statements a propensity for violence against property rather than persons.

c. Category III

(1) Rank-and-file membership in, or participation in activities of, revolutionary organizations within the last five years as evidenced by overt acts or statements established through reliable sources, informants, or individuals.

NW 88321 DocId:32989529 Page 1931

(2) Leadership or activist position in affiliated fronts of revolutionary organizations within the last three years as shown by overt acts or statements established through reliable sources, informants, or individuals.

(3) An individual who, although not a member of or participant in activities of revolutionary organizations or considered an activist in affiliated fronts, has exhibited a revolutionary ideology and is likely to seize upon the opportunity presented by national emergency to commit acts of espionage or sabotage, including acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of national, state, and local governments and of the defense efforts.

d. Category IV

(1) Individuals whose activities do not meet criteria of Categories I, II or III but who are in a position to influence others to engage in acts inimical to the national defense and are likely to furnish financial aid or other assistance to revolutionary or extremist elements because of their sympathy, associations, or ideology.

3. Factors relating to dangerousness

a. Dangerousness of individual does not depend solely upon personal characteristics, such as aggressiveness or disposition to violence. It also depends upon contribution subject has made or is making in advancing principles and aims of subversive movement, or his subversive potential in event of national emergency. All information must be carefully weighed. Among factors having bearing are:

(1) Long membership in subversive organization
(2) Affiliation with or attendance at training schools, especially leadership schools
(3) Possession of or study of revolutionary literature
(4) Espousal of subversive doctrines as shown by acts and utterances
(5) Contributions to or collections of funds for organizations
(6) Recruitment of new members
(7) Support of communist bloc powers in acts and utterances
(8) Activity as courier or confidential mail drop for subversive movement
(9) Regular participation in activities of subversive organization, especially when this involves sacrifices, inconveniences, or disadvantages
(10) Individuals who have defected, revoked, or sought revocation of U. S. citizenship in favor of communist country, have returned to U. S., and have taken no positive steps to counteract such action
(11) Statements or activities on subject's part establishing reasonable grounds to believe his loyalty would lie with communist country in event of armed conflict between U. S. and that country
(12) Training and/or participation in espionage, sabotage, or intelligence activities
(13) History of emotional instability or irrational behavior, prior acts indicating propensity for violence, coupled with subversive background or hatred against organized government

4. Evaluating interviews

a. Positive statement to interviewing Agents clearly indicating adherence to doctrines, aims, or purposes of revolutionary organization or front organization shall be considered in evaluating an individual's dangerousness.

b. Other than above, interviews are not factors in making determination as to ADEX; e.g., lack of cooperation or partial cooperation are not factors.

NW 88321 DocId:32989529 Page 1932

5. Recommendation for and preparation of ADEX cards
   a. When potential dangerousness of subject has been established, office of origin is to prepare recommendation to Bureau on FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. FD-122 has three uses: (1) to recommend subject for ADEX, (2) to submit changes for existing cards, and (3) to recommend subject be deleted from ADEX. Submit abstract when recommending subject for ADEX, or removal from ADEX, but no abstract for changes.
   b. When FD-122 is submitted to recommend subject for ADEX, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated category.
   c. If, at conclusion of investigation, subject is not being recommended for ADEX, closing communication should show reasons.
   d. Summary report must be submitted when subject is recommended for ADEX unless one was previously furnished to Bureau. In latter instance, up-to-date report or LHM should be submitted. If case is pending because of outstanding leads, set out additional lead to follow authorization of ADEX card by Bureau. If case would otherwise be closed, place in pending-inactive status with lead to follow approval by Bureau and then close administratively.
   e. Do not delay recommendations for ADEX because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.
   f. Subjects missing or out of country may be recommended for ADEX. FD-122 should include data required for unavailable section.
   g. If Bureau approves recommendation, ADEX cards will be prepared. Copy of FD-122 will be returned stamped "ADEX card approved and prepared, two copies attached. Place description and photograph on reverse side of Geographical card." These cards should be filed in field office ADEX as outlined below. Place returned copy of FD-122 in subject's main file.
   h. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph, which are maintained on separate card stapled to back of one ADEX card. File this card in geographical section (except unavailable section cards.) Second ADEX card is filed in alphabetical section.
6. Inclusion in Stop Index File
   a. Submit FD-122 in triplicate to Bureau when designating Category I ADEX subjects who are extremists for inclusion in Stop Index File.
   b. Succinct summary with FD-122 should contain recommendation for inclusion in Stop Index File and appropriate descriptive data.
   c. After recommendation approved, the third FD-122 copy will be forwarded to the Voucher-Statistical Section which maintains the Stop Index File for Category I ADEX extremist subjects.
7. Content and appearance of ADEX card
   a. Data to appear on face of card
      When complete, face of ADEX card should contain following information. If any items are missing, keep case pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters for appropriate space on FD-122. These code letters will appear on cards received from Bureau.
      (1) Name and aliases
          Full and correct name and aliases of subject
      (2) Race

White (Caucasian)	W
Negro	N
Chinese	C
Others	O

(All others, including Orientals (except Chinese), American Indian, etc.)

NW 88321 DocId:32989529 Page 1933

(3)	Sex	
	Male	M
	Female	F
(4)	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)	
(5)	Organizational affiliation or nationalistic tendency	
	American Socialist Clubs	ASC
	American Workers' Communist Party	AWC
	Black Nationalist	BNT
	Black Panther Party	BPP
	Communist Party, USA	COM
	Groups advocating independence for Puerto Rico	PRN
	Minutemen	MIN
	Nation of Islam	NOI
	New Left	NL
	Progressive Labor Party	PLP
	Proletarian Party of America	PPA
	Revolutionary Action Movement	RAM
	Revolutionary Union	RU
	Socialist Workers Party	SWP
	Spartacist League	SPL
	Student National Coordinating Committee	SNC
	Students for a Democratic Society	SDS
	Workers World Party	WWP
	Albanian	ALB
	Bulgarian	BUL
	Chinese	CH
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	Polish	POL
	Romanian	ROM
	Russian	RUS
	Yugoslavian	YUG
(6)	Category designation	
	Category I	C I
	Category II	C II
	Category III	C III
	Category IV	C IV
(7)	Special Tabbing	
	Pro-Cuban	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	U. S. Government employees	GOV
(8)	Unavailable section	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
(9)	Date and place of birth	

NW 88321 DocId:32989529 Page 1934

(10) Key facility geographical reference number (obtained from Department of Defense Key Facilities List)
(11) Residence address
(12) Employment address and any additional data deemed necessary to assist in locating subject.
(13) Field office and Bureau file numbers

b. Data to appear on separate attached card
(1) Place following data on separate card attached to reverse side of ADEX card being filed in geographical, or unavailable sections.
(a) Complete description
(b) Notation that security flash notice has been placed in Identification Division
(c) Photograph, with date taken. It is to be most current or best likeness of subject available.
(d) Dangerous characteristics of subject, including notation if subject possesses firearms
(e) Other data which will assist in locating subject, such as directions to residence or employment when these are unusual.
(2) Upon posting of security flash notice, field will be furnished FBI number and fingerprint classification which should be affixed to reverse side of ADEX card filed in geographical or unavailable sections.
(3) Use FD-186 to report information for separate card attached to card. Case Agent should fill in form and forward to clerical employee designated to post information. Thereafter, file FD-186 in case file. FD-186 may be used to note that subject has been physically observed.

8. Arrangement of ADEX
a. At Bureau
Entire index is maintained on IBM tabulating cards, which are printed by automatic data processing and transmitted to field. An alphabetical breakdown of true names and all aliases of subjects is also maintained at Bureau.
b. In field office
Index is maintained in three sections: geographical, unavailable, and alphabetical sections.
(1) Geographical section
After receipt of two cards from Bureau and after descriptive data has been added to one, file latter in geographical section (or unavailable section, if applicable). Geographical section is broken down by residence address in accord with needs of each office, e.g., by state, county, city, or if needed, into boroughs or suburbs. Cards are filed alphabetically under each geographical breakdown.

Cards will show "unknown" residence for subjects (a) whose addresses are not known but prompt location within division is expected and (b) whose location in another division is being verified. File in breakdown designated "Verification Pending."
(2) Alphabetical section
File duplicate card alphabetically in this section; there is no other breakdown.
(3) Unavailable section
Cards of individuals who are missing, out of the country, or imprisoned are retained in unavailable section, broken down into three subsections, as follows:
(a) Missing subjects
Subjects are not to be included in unavailable section until action required in instructions for missing subjects is taken (see paragraph E. 3 of this section). If subject is missing, word "Missing" is typed on FD-122 after "Miscellaneous."

NW 88321 DocId:32989529 Page 1935

(b) Subjects out of country
Place cards for subjects who have departed from U. S. or Puerto Rico for foreign country in this subsection unless they should be canceled in accordance with instructions below under permanent departure.

Investigation of subject not yet included in ADEX may be in progress at time subject departs for foreign country. If facts otherwise warrant, submit FD-122 recommending inclusion in unavailable section.

If subject is out of country, type words "Out of Country" on FD-122 after "Miscellaneous." If foreign address known, include on FD-122 in space provided. If subject is only known to be in certain foreign country or is only known to be traveling abroad, include this on FD-122. If subject's current employment abroad is known, include on FD-122.

Follow case of any ADEX subject who is out of country at least once each year for verification of address and to determine if subject has returned. Place appropriate stops with Immigration and Naturalization Service to be advised of return.

(c) Imprisoned subjects
Place cards of imprisoned ADEX subjects in unavailable section. Type word "Imprisoned" on FD-122 after "Miscellaneous." Identify institution in which subject is incarcerated in space provided for residence. Arrange with confining institution to be informed of subject's release. Set tickler shortly prior to expected release to verify. After release, determine whether subject should be retained in ADEX.

When submitting recommendation for unavailable section, include words "Unavailable Section" in upper right portion of FD-122. Do not include former residence or former employment. ADEX cards for unavailable section will bear code letters in upper right portion designating proper subsection.

Upon receipt of two cards from Bureau, check for accuracy, place required descriptive data on one, and file latter in unavailable section. File other card in alphabetical section. When missing subject is located or subject who has been out of country has returned or imprisoned subject released, submit FD-122 showing current residence and place of employment. Type words "Remove from Unavailable Section" after "Miscellaneous." When subject in unavailable section is located in another division, submit FD-128 to Bureau and new office of origin. Type "Remove from Unavailable Section" in space to right of addresses. Bureau will send revised cards to new office of origin.

c. Special interest subjects
Certain classes of individuals could be of special interest depending on the particular circumstances of a national emergency. These include the following:

(1) Espionage subjects
In the event of a national emergency, special consideration should be given to these individuals to insure that investigation or any

NW 88321 DocId:32989529 Page 1936

other action taken to neutralize their activities is handled, if possible, in such manner as to not destroy the opportunity to penetrate an active espionage network. When submitting FD-122 regarding such individual, the words "Special Interest" should be typed in upper right portion and the abbreviation "ESP" should be shown in the space provided after "Miscellaneous."

(2) U. S. Government employees
The Department has requested regular advice as to the identities of all U. S. Government employees whose names are listed in ADEX. When submitting FD-122 regarding such individual, the words "Special Interest" should be typed in upper right portion and the abbreviation "GOV" should be shown in the space provided after "Miscellaneous."

(3) Foreign government employees
In the event of a national emergency, special consideration should be given to these individuals to insure that investigation or other action taken to neutralize their activities is handled so as to minimize the possibilities of diplomatic repercussions. When submitting FD-122 regarding such individual, the words "Special Interest" should be typed in upper right portion and the abbreviation "FGE" shown in the space provided after "Miscellaneous."

(4) Pro-Cuban individuals
In the event of a limited emergency involving the U. S. and Cuba, consideration should be given to affording special attention to the investigation of these individuals. This would include individuals who are included in the ADEX solely on the basis of pro-Cuban activities or sympathies as well as individuals who are included in ADEX primarily because of other activities or affiliations but who have shown a marked sympathy for the communist regime in Cuba or who otherwise would be of special interest in the event of a U. S.-Cuban conflict. When submitting FD-122 regarding such individual, the words "Special Interest" should be typed in upper right portion and the abbreviation "CUB" should be shown in the space provided after "Miscellaneous."

FD-122 forms submitted relative to individuals in above "Special Interest" classes should, in addition to listing the appropriate abbreviation after "Miscellaneous," also indicate any other applicable organizational or nationalistic affiliation. For instance, FD-122 concerning a leader of the Communist Party, USA, who is a U. S. Government employee, would carry the abbreviation "GOV" as a miscellaneous item (and would have "Special Interest" typed in upper right portion) and in addition would be checked as to Communist Party affiliation.

Cards on "Special Interest" subjects should be filed in regular sequence with other ADEX cards in both the geographical (or unavailable, if applicable) and alphabetical sections and receive same handling as other ADEX cards except for instructions set forth above. Automatic Data Processing equipment at the Bureau will furnish on demand lists of individuals in any one or all of above "Special Interest" classes.

ADEX cards for "Special Interest" subjects will bear appropriate code letters in upper right portion designating type of case. When subject no longer comes within one of classes of special interest, submit FD-122 with words "Remove from Special Interest" typed after "Miscellaneous." If card should be placed in unavailable section, add "Place in Unavailable Section." When new cards are received from Bureau, destroy old cards.

NW 88321 DocId:32989529 Page 1937

9. Periodic verification of addresses
   a. Data on ADEX cards should be up to date at all times.
   b. Whereabouts of all ADEX subjects should be known at all times. Check residence and business addresses of subjects in Category I at least once each three months. Residence and business address of Category II subjects should be checked at least once each 6 months and of Category III and IV subjects at least once each year. These instructions, however, do not apply to subjects who are imprisoned (see instructions relating to unavailable section of ADEX) or those who meet criteria as disaffected U. S. citizens (see Section 105 H). Residence and employment of latter must be verified each 90 days. Case of any subject who is out of country must be followed at least once every year to determine if he has returned.

      Arrange to be advised on current basis of any indication subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change residence or employment. Checks to verify residence or business addresses may be made under pretext by telephone once each six months for Category I subjects and once every two years for all others.
   c. Use FD-154 when it will facilitate verifying addresses. When FD-154 is not used, notation should be made on last FD-154, FD-122, or FD-128 in subject's file showing addresses and date verified. Each time residence and employment verified, reevaluate case to assure subject is still within criteria. Make notation in file to this effect.
   d. If residence and/or business address has changed, submit FD-122 to Bureau showing only changes to be made. Also submit FD-366 to Bureau for dissemination to Secret Service and give copy to Secret Service locally.
   e. Handle verifications by reopening and assigning cases and closing administratively when accomplished. Where appropriate, handle verifications at time cases are reopened for periodic reports or LHM and include results in report or LHM. Otherwise, record verifications on FD-154 and place in case file.

10. Changes, additions, and deletions of data on ADEX cards
   a. Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, category designation, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility, residence or business address. Exception: Change office of origin by FD-128.
   b. Temporary handwritten notations may be made on existing cards pending receipt of corrected cards from Bureau.
   c. Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
   d. Upon receipt from Bureau of corrected card, take following action:
      (1) Check accuracy of data on cards.
      (2) Transfer separate card with descriptive data and photograph from back of old geographical section card to corrected card and file in geographical section, (or unavailable section, if applicable).
      (3) File other card in alphabetical section.
      (4) Destroy old cards.

11. Movement of subjects between offices
   a. Subjects of ADEX cards
      (1) Assign immediately requests from other offices to verify addresses of subjects and transmit results within thirty days.
      (2) New office furnish old office information concerning key facility employment of subject so that geographical reference number,

NW 88321 DocId:32989529 Page 1938

agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

(3) Office of origin, upon verification of address, immediately submit FD-128 transferring origin. Submit original and one copy to Bureau and two copies to office covering new address enclosing copies of all previous reports, other pertinent serials, photograph if available, and ADEX cards. Show full title and designation.

(4) Where flash notice has been placed with Identification Division, note on FD-128 and designate extra copy of FD-128 for Bureau for attention of Identification Division.

(5) Old office of origin submit current report or LHM. If LHM submitted, cover communication should include same documentation as is required in administrative pages of reports.

Do not delay submission of FD-128 solely for preparation of report or LHM, but note on FD-128 that appropriate communication is being prepared. Old office of origin should furnish Secret Service locally with subject's new residence and business addresses by FD-366. Copy of FD-366 should be provided to new office of origin for dissemination to Secret Service locally by latter office. Case will remain pending in both old and new offices until report or LHM is submitted by old office. New office of origin is responsible to follow matter until completed.

(6) New office of origin should review pertinent material received with FD-128 and information in its files to determine if additional investigation warranted. If not, advise Bureau by letter that case is being closed.

(7) Upon receipt of FD-128, office covering new address is origin and should place office file number on ADEX cards and file them in its ADEX.

(8) Upon receipt of new cards from Bureau, new office is to transfer information from reverse side of old geographical card to new card, appropriately file new cards, and destroy old ones.

b. Subjects not included in ADEX

(1) Transfer office of origin by FD-128 upon verification by another office of subject's presence in that division. Enclose copies of all reports and other pertinent serials to new office of origin.

(2) New office of origin should initiate appropriate investigation or advise Bureau case closed if no action warranted.

12. Cancellation and removal of cards from ADEX

a. Death of a subject

Destroy card and advise Bureau by LHM.

b. Permanent departure

Upon learning of subject's departure from U. S. or Puerto Rico for foreign country, immediately ascertain conditions of departure. No card shall be canceled by reason of such departure unless subject is alien whose permanent departure has been verified. If U. S. citizen who has been out of country has renounced U. S. citizenship and taken citizenship of foreign country, card may be canceled when it has been determined he does not intend to return to U. S.

c. Imprisonment of subject

Do not cancel card because subject imprisoned, regardless of length of time he will be incarcerated. Place card in unavailable section and handle as set forth under imprisoned subjects above.

d. Entry of subject into armed forces

Upon learning of entry, submit to Bureau FD-122 to cancel ADEX and FD-366 to advise Secret Service of entry, disseminating copy of FD-366 locally to Secret Service. Also submit report or LHM setting forth pertinent information not previously reported and including facts

NW 88321 DocId:32989529 Page 1939

regarding subject's entry into armed forces. Disseminate copy of report or LHM locally to appropriate military intelligence agency and furnish copies to Bureau for dissemination at headquarters level. Place case in closed status.

Remove subject from ADEX. File geographical card for subject in case file marked "canceled" and destroy alphabetical card. Set administrative tickler and each six months make appropriate inquiry to determine if subject has been discharged. Make such checks locally, through pretext if necessary, and, if necessary, submit letter requesting check by field office covering records of appropriate service.

When subject returns to civilian status, determine whether his activities still warrant inclusion in ADEX. If so, submit complete FD-122 as if initial recommendation being made, and current report. If not, advise Bureau of reasons.

e. Security informants
Card may be destroyed upon receipt of Bureau authority to designate person security informant. In requesting Bureau authority to designate individual as security informant, call attention to ADEX card and recommend cancellation.

f. Subject no longer dangerous or potentially dangerous
Frequently information is received or investigation develops that subject no longer represents threat to internal security by reason of physical condition, defection, or expulsion from subversive movement. Such defection may be shown by lack of activity and obvious disinterest over extended period, or by open declaration. In such cases, interview of subject should be recommended unless there are specific reasons to the contrary.

In all cases recommendation for removal from the ADEX should be made by FD-122 with attached succinct summary of facts on which the recommendation is based. Submit abstract with FD-122.

13. Administrative procedures regarding category designations

a. Changes in category
When facts warrant changing category designation for a particular subject, submit FD-122 indicating change to be made and attach additional page setting forth brief summary of facts supporting this recommendation.

b. Colors of ADEX cards
ADEX cards will be the following colors:
Category I - beige
Category II - green
Category III - white
Category IV - yellow

In both geographical and alphabetical sections of ADEX there should be no separate sequence of cards by category level. Of course, if necessary to identify subjects of any one category, for administrative purposes or otherwise, this could be accomplished readily by reference to the particular color involved.

14. Individuals employed in or having access to key facilities

a. Responsibility
FBI is responsible by Presidential directive to advise interested Federal agencies of developments affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated vital to national defense by Department of Defense. Under Delimitations Agreement FBI is responsible for investigating employees of private

NW 88321 DocId:32989529 Page 1940

contractors holding contracts with agencies of Department of Defense where there is credible subversive information concerning employee. Conduct thorough investigation and consider for ADEX any individual employed in or having access to key facility who is alleged to have been, at any time in past, member of any basic revolutionary organization or against whom there is sufficient subversive information to warrant such action.

(1) Requests for investigation from another agency
When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request warrants, and advise Bureau.

(2) Verification of key facility status
Check Key Facilities List (maintained in each office) to verify that subject's place of employment is included.

(3) Individuals denied access to restricted information
Intelligence agencies of armed forces frequently report individual has been denied clearance to work in defense plant or to handle classified information. Intelligence agency is responsible to furnish Bureau with any information involving disloyalty or subversion. Office receiving such notification must promptly ascertain basis for denial and obtain all pertinent data contained in file of agency responsible for such action. Forward data to Bureau and include in next report. Where no investigation has been conducted by Bureau, open security investigation if information warrants.

b. Inclusion in ADEX
In recommending key facility employee for ADEX, FD-122 is to contain:

(1) Key facility geographical reference number
(2) Abbreviation for Department of Army (A), which has security responsibility for all key facilities
(3) Abbreviations for other agencies known to have classified contracts with key facility. Interested agencies are identified on FD-122 to assure proper dissemination of reports but will not appear on ADEX cards.
(4) Recommendation for Category I designation

c. Dissemination
Following guidelines relative to dissemination of information in these cases should not be considered as hard-and-fast rules. If special circumstances exist which would dictate that outside dissemination should not be made or should be deferred (for example, the possibility of compromising a highly sensitive investigation) withhold dissemination and promptly submit appropriate recommendations to Bureau for its consideration.

Upon receipt of allegation concerning key facility employee from source other than interested intelligence agency, immediately furnish by letter to interested agency (1) summary of allegation and information concerning individual; (2) statement that information is unsubstantiated and has not been verified through investigation; (3) advise as to whether security investigation is being conducted and, if so, that copies of reports will be furnished upon completion. With exception noted below, disseminate derogatory information of security nature concerning persons employed at facilities holding classified contracts both to interested intelligence agencies and to Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio 43215, attention Chief, Adjudication Division (advise interested intelligence agency of dissemination to DISCO). This includes persons who may not currently be key facility employees but are known to hold industrial security clearances. Exception involves facilities holding classified contracts

NW 88321 DocId:32989529 Page 1941

with Atomic Energy Commission (AEC). Dissemination to AEC is made only at Bureau.

Disseminate copies of reports for Marine Corps locally to Naval Investigative Service Office (NISO). Dissemination to Defense Atomic Support Agency, Research and Development Board and Maritime Administration is made only at Bureau.

d. Status of cases
After all investigation is conducted, place in pending-inactive status. Make case pending-active 45 days before report due and check with armed services representative at key facility or with other reliable sources to determine whether subject has access to classified or restricted material.

e. Reports
See Manual of Rules and Regulations, part II, section 4D, item 2a, (6), and section 4M, item 4, for instructions concerning synopsis and classification of reports in key facility cases. Synopsis must set forth subject's employment specifying that subject works at key facility and statement that subject has or has not access to classified or restricted material.

15. Correlation of other investigations with ADEX
Individuals investigated by Bureau under any classification against whom subversive information is developed must be considered for ADEX. This includes espionage, foreign intelligence, applicant-type, and security of Government employees (SGE) investigations. When individual previously investigated under SGE classification is ADEX subject and is still employed by Federal Government or is being considered for Federal employment, use dual character of "Security of Government Employees" and character of security case in reports to insure proper routing. Use standards prevailing for SGE reports. Disseminate as any other security report. If other agencies locally request reports of SGE investigation, advise them to direct request to their headquarters for referral to Bureau.

G. REPORTS ON INDIVIDUALS

1. General
Cases of all ADEX subjects must be reopened for preparation of reports or LHMs following schedule below. LHM is permissible when information to be reported is brief and consists of no more than five pages. LHM should include appropriate main and subheadings where applicable. In connection with Categories III and IV only, if there is no additional information to report since last submission, FD-400 should be used in lieu of LHM. Critically analyze each case in light of ADEX criteria each time it is reopened and brought up to date.

2. Schedule of submission of reports or LHMs
In all cases, initial submission should be summary report but subsequent information may be furnished by LHM, if appropriate.
   a. Category I - semiannually
   b. Category II - annually
   c. Category III - annually
   d. Category IV - biennially

3. Origin
Office covering territory in which subject's subversive activities occur

4. Classification
   a. 100 - for individuals affiliated with revolutionary or communist organizations or fronts
   b. 105 - for members of Puerto Rican nationalist groups (or others having foreign nationalistic tendencies)

5. Title
Carry only one subject in title of each report. Submit separate reports for each subject regardless of relationship; i.e., husband and wife, father and son, etc.

NW 88321 DocId:32989529 Page 1942

6. Character
   a. The designation "Security Matter" (SM where appropriate) is to be set out in all instances. Use organizational affiliation where organization with which subject is affiliated is under current or continuing investigation or where a Bureau-approved thumbnail sketch exists.
   Examples: Security Matter - C (Communist)
   Security Matter - SWP (Socialist Workers Party)
   Security Matter - SMC (Student Mobilization Committee)
   b. Every effort is to be made to use a meaningful organizational affiliation or nationalistic tendency designation; however, where this cannot be done, following designations should be used:
      (1) Security Matter - Subversive (Where activity of subject consists primarily of efforts to disrupt or destroy Government operations through violent protest and is in line with espousal or support of philosophy which advocates overthrow of Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)
      (2) Security Matter - New Left (Where activity of subject is primarily extremist, student and/or communal-existence oriented and relates to violent efforts to disrupt or destroy Government operations in line with espousal or support of a philosophy which advocates overthrow of the Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)
7. Status
   Carry cases as pending until all active investigation has been conducted. Thereafter, status shall be as follows:
   a. Category I: Cases should remain in pending status and report or LHM submitted six months from date of last report or LHM.
   b. Category II: Cases should be reopened 45 days prior to six months from date of last verification to meet annual reporting and six-month verifications requirements.
   c. Category III: Cases should be reopened 45 days prior to one year from date of last annual verifications to meet annual reporting and verifications requirements.
   d. Category IV: Cases in which there have been reports, or LHMs in lieu of reports, or verifications within last year should be reopened 45 days prior to one year from that date to meet annual verifications requirements and 45 days prior to two years from that date to meet biennial reporting requirements.
   e. Subjects recommended for ADEX
      (1) Pending inactive
      If all active investigation completed at time FD-122 forwarded to Bureau, set forth lead to follow for ADEX approval.
      (2) Closed
      After ADEX approved, follow by administrative tickler for periodic report.
   f. Subject not being recommended for ADEX
   Closed - prior to closing, comply with instructions pertaining to interviews.
8. Content
   a. Include following and handle under topical headings (both in reports and LHMs) where appropriate.
      (1) Background
         (a) Birth data
         (b) Citizenship status

NW 88321 DocId:32989529 Page 1943

(c) Education
(d) Marital status
(e) Military service record (domestic or foreign, including type of discharge, citations, etc.)
(f) Identification record
(g) Employment
(h) Residence
(i) Status of health (if known)

(2) Connections with basic revolutionary groups, front groups, and/or other subversive organizations or movements
(a) Information concerning admission into group, including sponsors, etc.
(b) History of activity in, attendance at meetings of, and positions held in subversive movement

(3) Revolutionary statements by subject
(a) Determine each statement and full details surrounding it.
(b) Determine all statements showing adherence to principles of Marxism-Leninism or other revolutionary doctrines.

(4) Other activities indicating furtherance of program of subversive organizations
(a) Speeches and writings
(b) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
(c) Pertinent contacts between subject and leaders of organizations
(d) Details concerning subject's attendance or connection with subversive training schools

(5) False statements made by subject, including aliases
Evidence may be obtained from passports, tax returns, and voting, marital, employment, and selective service records.

(6) Miscellaneous
Pertinent items not falling under above categories

b. Reports on individuals should be confined to:
(1) Information as to membership and activity in basic revolutionary organizations, front organizations, and/or other subversive organizations or unorganized groups
(2) Position and importance of subject in subversive movement
(3) Pertinent background information
Include only information pertinent to determining whether or not subject is engaged in subversive activities. Set out date or period to which it pertains; e.g., John Doe advised on January 15, 1970, that subject attended CP meetings in January, 1965, in Syracuse, New York.

c. Summarizing information
(1) When prior summary reports are not suitable for dissemination, include all pertinent information in current summary report with sources fully protected.
(2) Repetitious and cumulative items may be limited to representative number with each item set forth fully documented. Number of items will depend upon preponderance of other information showing dangerousness of subject.
(3) When selection of representative number of items is made, follow with summary statement that source advised during specified period of time subject also attended certain number of other meetings. (Set out file number and serial range in documenting such statements.)
(4) Where there is extensive activity in subversive organizations, it is permissible to use narrative statements without exact dates of

NW 88321 DocId:32989529 Page 1944

activity; however, show period of time involved and inclusive dates of informant reports. Summary statements must be statements of facts and not conclusions. Information from different sources must be reported separately.

(5) Above instructions do not lessen responsibility for reporting all pertinent items.

9. Administrative data - cover pages

a. General

References to following administrative items should be in cover pages accompanying reports:

(1) ADEX, file numbers and titles of other cases, category level, security flash notice (FD-165), FD-122, FD-128, and noninvestigative information

(2) In all ADEX cases, FD-305, appropriately filled out, shall be the last page of cover pages to annual reports and the last page of cover communications to LHMs submitted in lieu of annual reports. (If non-symbol informant page is used, FD-305 would be next to last page.)

b. Documentation of reports

(1) Complete documentation of all reports is required. This also applies to LHMs.

(2) If information necessary for complete documentation is not in subject's file, review other office files, as needed. If not obtainable, so state in cover pages.

(3) Do not conduct extensive investigation to locate sources of background information or to otherwise document background information.

(4) Office preparing summary report may include information originally obtained by another office but may not have necessary documentation. If office preparing report has copies of documents obtained by another office and identity of source, date of activity, date received, and receiving Agent are known, it is not necessary to obtain file number of original. Pertinent documentation, other than file number, should be obtained from auxiliary office.

(5) When report includes references to known subversives who have associated with subject, identify source of characterization in cover pages without further documentation.

(6) When it is necessary to obtain thumbnail sketch, place in thumbnail sketch file so it will be readily available for future use.

10. Channelizing memoranda - destruction of

Channelizing memoranda may be destroyed following submission of reports. Copies of informant's statements designated for 100 classification files of informants may be destroyed when one year old. (See instructions for destruction of channelizing memoranda in MRR, part II, section 3D, item 8.)

H. DISSEMINATION OF DATA DEVELOPED IN SECURITY INVESTIGATIONS

1. Policy

Proper use of information received is foremost among Bureau's responsibilities. Information obtained during investigations should be forwarded to other interested agencies in executive branch unless there are compelling reasons not to do so. Delimitations Agreement and Presidential directives provide for dissemination to other agencies which have present or potential interest information relating to espionage, sabotage, subversive activities, and related matters.

2. Bureau requirements

All conceivable situations cannot be anticipated, however, following instructions pertain to representative situations which occur frequently. Basic rule is that security information must be furnished promptly to interested agencies in executive branch. Term "interested agency" must be interpreted in light of reason and common sense. Bring any unusual situations to Bureau's attention promptly for consideration.

NW 88321 DocId:32989529 Page 1945

Considerations affecting national defense in Alaska, Hawaii, and Puerto Rico require broadest possible construction of requirements for dissemination to intelligence services in those areas. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires each agency to exchange freely and directly with other subscribing agencies all information of mutual interest. Any information developed concerning members of military services must be referred immediately to appropriate military branch having primary responsibility, even though allegations have not been fully resolved or verified. Specifically point out in such instances that information has not been verified. If it is determined subject is member of armed services, discontinue investigation immediately, advise Bureau, and disseminate pertinent reports locally to appropriate intelligence agency. Dissemination regarding military personnel is not confined to subjects of security investigations but extends to any subversive data developed against member of armed services during FBI investigations. If member of armed forces has been in contact with security subject or any individual or group with security implications, immediately advise appropriate local intelligence service, even though security aspects of contact have not been resolved. Point out in such instances that information is unverified and transmit any additional developments immediately.

Determine during security investigations whether subjects have any close relatives in armed forces. Promptly call such associations to attention of appropriate military intelligence services, together with pertinent data, including reports, on subjects involved. Evaluation of these associations lies entirely within province of military intelligence services, but Bureau must disseminate this information immediately upon receipt. Advise Bureau by letter concerning any subversive contacts or information developed concerning military personnel, including statement as to local dissemination and enclosing LHM setting out subversive data.

b. Aliens and naturalized citizens

Furnish information which might have bearing on their deportation or denaturalization to Immigration and Naturalization Service (INS). If in doubt, disseminate.

c. Employees of or persons having regular access to key facilities or employees of plants having contracts with military services

See instructions in this section concerning individuals employed in or having access to key facilities.

d. Employees of public utilities (including state and municipal facilities) which are not on key facilities list or otherwise in manufacture of materials vital to national defense

Disseminate locally to Army and other intelligence services if their interest is apparent.

e. Individuals on inactive duty who are members of or hold commissions in reserve branches or National Guard

Disseminate locally to appropriate military intelligence service.

f. Seamen and subjects employed in maritime industry, including longshoremen and waterfront employees

Disseminate locally to Coast Guard and, when circumstances dictate, to other interested intelligence agencies, including NISO.

g. Employees of Federal Government within purview of Executive Order 10450

No dissemination of reports in security of Government employees cases may be made in field. If, however, subject is employed in key facility,

NW 88321 DocId:32989529 Page 1946

furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.

h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services
Disseminate locally to intelligence service of military branch involved.

i. Airmen issued certificates by Federal Aviation Administration (FAA)
FAA issues certificates to airmen, defined as persons in command or acting as pilot, mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish subversive data concerning such persons to Bureau by report or LHM. In cover communication, recommend it be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see MRR, part II, section 5.

j. Dissemination to Secret Service
Under agreement between FBI and Secret Service concerning protective responsibilities dated 11-26-71 (set out in section 102, volume IV, of this manual), reports or LHMs are disseminated to Secret Service (both locally and at SOG) in all cases which meet standards set forth. As practical matter, this includes virtually all security cases on individuals where any substantial information exists as to subversive, extremist, or revolutionary activities or sympathies on the subject's part. Furnish Bureau extra copy of report or LHM in these cases.

(1) Secret Service must be advised of reason for referral; that is, statement of class or classes of agreement which applies to subject. Use FD-376, which serves as letter of transmittal for both local and SOG dissemination. Forward original and one copy to Bureau. Maintain copy in case file and upon transfer of origin, furnish copy to new office of origin. Be certain individual is properly categorized.

(2) If subject of prior investigation is being recommended for ADEX, do not disseminate prior reports without first reviewing them carefully to insure they meet current reporting standards and are suitable for dissemination. If one or more prior reports are found unsuitable for dissemination, prepare LHM containing the pertinent information involved for dissemination to Secret Service along with current report. Forward copies of such LHM to Bureau for SOG dissemination.

(3) After initial dissemination to Secret Service, as changes occur in residence and employment, advise Secret Service locally by FD-366 and furnish two copies to Bureau.

(4) For instructions pertaining to dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.

NW 88321 DocId:32989529 Page 1947

[(5) Upon transfer of office of origin in these cases, old office of origin should furnish Secret Service locally with subject's new residence and business address by LHM or FD-366 with copies to Bureau and new office of origin for dissemination to Secret Service headquarters and Secret Service office covering new residence, respectively.

k. Dissemination at Bureau
There are situations in which dissemination is made only at Bureau. Do not disseminate information to any field branch of another Government agency where security measures are inadequate. In such instances bring data to immediate attention of Bureau for SOG dissemination. In addition, Atomic Energy Commission receives reports only through Bureau. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including State Department, only at SOG.]

NW 88321 DocId:32989529 Page 1948

(c) When all logical leads have been exhausted in case of missing important functionary, consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.

d. Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)

Set forth below are steps to be taken when information is received that subject in one of following categories intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in priorities I and II of security index, past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.

(1) Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.

(2) Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.

(3) Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.

(4) Subsequent report in individual case should contain details regarding subject's travel. In nonsecurity index cases where LHMs are submitted, communication transmitting data regarding travel should indicate whether investigation is being initiated and, if not, why.

(5) Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of categories described in first paragraph under item d above.

(a) Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

(b) Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item d above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

NW 88321 DocId:32989529 Page 1949

(6) Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.

3. File reviews
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.

4. Security informants
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.

5. Physical surveillances
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
   a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
   b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
   c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.

6. Photographic surveillances
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.

7. Public sources
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. Credit check of individual should be limited to obtaining identifying information only (name, address, former address, employment, former employment). Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.

8. Records of private firms
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.

[9. [a.] Channelizing of information to case files
Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information recieved from informants and confidential sources with active investigation.

NW 88321 DocId:32989529 Page 1950

[[b. Preparation of channelizing memoranda for other offices. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office the number of the page containing information pertinent to that office and note on cover page that distribution of material for case files is being left to the discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attend a meeting or gathering, and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of additional copies of the one-page attachment are left to the discretion of the receiving office.]

10. Preservation of evidence

Bear in mind necessity of obtaining admissible evidence.

a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.

b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.

c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.

NW 88321 DocId:32989529 Page 1951

(4) Office preparing summary report may include information originally obtained by another office but may not have necessary documentation. If office preparing report has copies of documents obtained by another office and identity of source, date of activity, date received, and receiving Agent are known, it is not necessary to obtain file number of original. Pertinent documentation, other than file number, should be obtained from auxiliary office.

(5) When report includes references to known subversives who have associated with subject, identify source of characterization in cover pages without further documentation.

(6) When it is necessary to obtain thumbnail sketch, place in thumbnail sketch file so it will be readily available for future use.

10. Channelizing memoranda - destruction of

[Channelizing memoranda [must] be destroyed following submission of
[reports [or following submission of letterhead memoranda (LHM), or
[when information is of no value to report or LHM.] Copies of informant's statements designated for 100 classification files of informants may be destroyed when one year old. (See instructions for destruction of channelizing memoranda in MRR, part II, section 3D, item 8.)

I. DISSEMINATION OF DATA DEVELOPED IN SECURITY INVESTIGATIONS

1. Policy

Proper utilization of information received is foremost among Bureau's responsibilities. Information obtained during investigations should be forwarded to other interested agencies in executive branch unless there are compelling reasons not to do so. Delimitations Agreement and Presidential directives provide for dissemination to other agencies which have present or potential interest information relating to espionage, sabotage, subversive activities, and related matters.

2. Bureau requirements

Because all conceivable situations cannot be anticipated, data below pertains to representative situations which occur frequently. Basic rule is that security information must be furnished promptly to interested agencies in executive branch. Term "interested agency" must be interpreted in light of reason and common sense. Bring any unusual situations to Bureau's attention promptly for consideration.

Considerations affecting national defense in Alaska, Hawaii, and Puerto Rico necessitate broadest possible construction to requirements for dissemination to intelligence services in those areas. See Manual of Rules and Regulations, part II, section 5, pertaining to Bureau's overall responsibilities, policies, and exceptions in dissemination.

a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires each agency to exchange freely and directly with other subscribing agencies all information of mutual interest. Any information developed concerning members of military services must be referred immediately to appropriate military branch having primary responsibility, even though allegations have not been fully resolved or verified. Specifically point out in such instances that information has not been verified. When it is determined security subject is member of armed services, discontinue investigation immediately, advise Bureau, and disseminate pertinent reports locally to appropriate intelligence agency. Dissemination regarding military personnel is not confined to subjects of security investigations but extends to any subversive data developed against member of armed services during FBI investigations. If member of armed forces has been in contact with security subject or any individual or group with security implications, immediately advise appropriate local intelligence service, even though security aspects of contact have not been resolved. Point out in such instances that information is unverified and transmit any additional developments immediately.

Determine during security investigations whether subjects have any close relatives in armed forces. Promptly call such associations to attention of appropriate military intelligence services, together with pertinent data, including reports, on subjects involved. Evaluation of these associations lies entirely within province of military intelligence services, but Bureau must disseminate this information immediately upon receipt. Advise Bureau by letter concerning any subversive contacts or information developed concerning military personnel, including statement as to local dissemination and enclosing LHM setting out subversive data.

b. Aliens and naturalized citizens
Furnish information concerning aliens and naturalized citizens which might have bearing on their deportation or[denaturalization]to Immigration and Naturalization Service (INS). If in doubt, disseminate.

c. Employees of or persons having regular access to key facilities or employees of plants having contracts with military services
See instructions in this section concerning individuals employed in or having access to key facilities.

d. Employees of public utilities (including state and municipal facilities) which are not on key facilities list or otherwise in item c, above, and facilities which are or may become engaged in manufacture of materials vital to national defense
Disseminate locally to Army and other intelligence services if their interest is apparent.

e. Individuals on inactive duty who are members of or hold commissions in reserve branches or National Guard
Disseminate locally to appropriate military intelligence service.

f. Seamen and subjects employed in maritime industry, including longshoremen and water-front employees
Disseminate locally to Coast Guard and, when circumstances dictate, to other interested intelligence agencies, including NISO.

g. Employees of Federal Government within purview of Executive Order 10450
No dissemination of reports in security of Government employees cases may be made in field. If, however, subject is employed in key facility, furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.

h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services
Disseminate locally to intelligence service of military branch involved.

i. Airmen issued certificates by Federal Aviation Administration (FAA)
FAA issues certificates to airmen, defined as persons in command or acting as[pilot,]mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish to Bureau subversive data concerning such persons by report or LHM. In cover communication, recommend such data be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

NW 88321 DocId:32989529 Page 1953

(c) When all logical leads have been exhausted in case of missing important functionary, consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.

d. Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)
Set forth below are steps to be taken when information is received that subject in one of following categories intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in priorities I and II of security index, past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.

(1) Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.

(2) Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.

(3) Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.

(4) Subsequent report in individual case should contain details regarding subject's travel. In nonsecurity index cases where LHMs are submitted, communication transmitting data regarding travel should indicate whether investigation is being initiated and, if not, why.

(5) Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of categories described in first paragraph under item d above.

(a) Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

(b) Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item d above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

(6) Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.

3. File reviews
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.

4. Security informants
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.

5. Physical surveillances
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
   a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
   b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
   c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.

6. Photographic surveillances
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.

7. Public sources
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records.
[[Credit check of individual should be limited to obtaining identifying
[information only (name, address, former address, employment, former
[employment).] Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.

8. Records of private firms
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.

9. Channelizing of information to case files
Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.

10. Preservation of evidence
Bear in mind necessity of obtaining admissible evidence.
   a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.
   b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.
   c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.

d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

11. Interviews with subjects of security investigations

a. Policy
No security investigation of an individual is to be closed unless subject is included in security index or consideration given to interview. Bureau will not authorize cancellation of security index card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.

b. Purpose
(1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines
(2) To develop information concerning activities of subject and his associates in subversive movement
(3) To develop informants

c. SAC authority
Without Bureau authority SAC may:
(1) Authorize interviews with individuals who have not been subjects of security investigations and available information does not warrant opening case
(2) Authorize interviews of subjects of security cases who have previously been interviewed with Bureau authority, provided no change has taken place in subject's status and interviews are conducted under same conditions as previously authorized
(3) Authorize interviews of subjects of closed security cases including persons who were on security index but were removed
(4) Authorize interviews of rank-and-file black extremists except as noted in section 122, volume IV, of this manual

d. Procedures for interviews under SAC authority
(1) If there is closed file, reopen it. If none, open case in 134 category to resolve whether subject is identical with information in files and determine his current employment and residence.
(2) Case Agent will prepare memorandum requesting SAC authority to conduct interview of subject to determine his attitude towards cooperation with FBI.
(3) During first contact Agent should identify himself, outline Bureau's responsibilities in security field, and request subject's assistance. If individual has been member of basic revolutionary organization and appears cooperative, he may be questioned about his own activities. However, this interview is for sole purpose of determining whether subject might be cooperative.
(4) If cooperative, advise Bureau and conduct background investigation under section 107, volume IV, of this manual. If uncooperative, prepare brief memorandum for file and close case. Letter to Bureau not necessary.

e. Prior Bureau authority
Prior Bureau authority required for:
(1) Subjects of active current investigation where no prior Bureau authority has been obtained
(2) Closed cases on current security index subjects where no prior interview has been conducted
(3) Subjects of investigations requested by Bureau, both open and closed, such as applicant and loyalty cases
(4) Individuals when circumstances indicate delicate situation and greater than usual risk involved, such as labor leaders and individuals in educational, mass media, religious, or publishing fields. Bureau authority needed even though there were prior interviews.
(5) Security subjects who have publicly disclosed previous contacts
(6) Subjects of section A reserve index cards

In above cases, no report need be submitted when requesting Bureau authority to interview subject.

f. Letter requesting Bureau authority for interview
  (1) In absence of special circumstances, include following statement in first paragraph of letter.
    (a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.
    (b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.
    (c) If available, letter must contain following information:
      I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health
      II. Marital status. If married, occupation, employment, and race of spouse.
      III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.
      IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.
      V. Membership or affiliation of any other close relatives in subversive groups
      VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse
      VII. What is expected to be gained by interview
    (d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.
  (2) Letters must be personally approved by SAC.
  (3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.
  (4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

g. Preparation for and conduct of interview
  (1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.
  (2) Interviews should be conducted by two Agents. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by both Agents; one Agent may observe from secure distance. (Two Agents should be physically present during interview or contact with known or suspected Nation of Islam members in all cases.) Background of subject and circumstances will determine how approach should be handled.

NW 88321 DocId:32989529 Page 1957

i. Finances
Special efforts must be made to locate and monitor bank accounts of organizations. Emphasis must be placed on determining if funds are being furnished organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.

j. Support given to or received from CPUSA or other communist group
Develop evidence showing support, financial or otherwise, given by organization to CPUSA or other communist group or received by organization from CPUSA or other communist group.

k. Implementation of CPUSA line or that of other communist group
Usually shown through comparison of programs and literature of organization with those of CPUSA or other communist group during any particular period.

l. Accuracy of identifications
Use extreme care to assure statements relating to affiliations or membership in subversive organizations are accurate in all respects. Show exact basis, plus corroboration wherever possible, for identification of suspected organizations or individuals with information of a possible subversive nature. Never refer to a person as a "known communist" unless he is publicly known as such.

m. Specific requirements for CPUSA investigations
Follow previously established reporting format. New York is responsible, in addition to reporting activities of New York District, for investigating and reporting separately on national committee meetings, national training schools, and other important national meetings.

n. Socialist Workers Party (SWP) and other Marxist-Leninist or Trotskyite groups
All offices submit semiannual reports and carry as pending inactive, except New York whose report on SWP activities on national basis should be designated pending. New York also submit report on local SWP activities. Indicate in cover pages whether all persons identified in report as members of SWP or as members of other Marxist-Leninist or Trotskyite groups who reside within area covered by reporting office are listed in security index, or are informants or sources. List any exception by name and show status of investigation and state whether name has been furnished Bureau for indexing.

Data concerning above topics can usually be secured through following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various public records, panel sources, confidential sources and other sources of information, interviews with past or present CPUSA members, review of field office files, pretext interviews, surveillances, Agents attending mass meetings, etc.

4. Dissemination of information to Secret Service regarding plots against President
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual. Agreement provides that FBI, in its investigations of organizations whose activities are inimical to welfare of U. S., will be alert to and promptly notify Secret Service of any information indicating plot against person of the President. It is responsibility of Secret Service to initiate necessary action to neutralize such plot.

a. Be alert during investigation of organization for information indicating plot against person of President. Upon receipt, immediately furnish complete details to nearest office of Secret Service and appropriate local law enforcement agencies and advise Bureau by teletype, or telephone if facts warrant, of information furnished and fact it has been so disseminated. Attempt immediately to verify information, but do not attempt evaluation of information.

NW 88321 DocId:32989529 Page 1958

b. Promptly prepare LHM, including complete details disseminated and identities of Secret Service officer and local law enforcement officers to whom given and date and time of notification. Promptly disseminate LHM locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to Bureau for dissemination at SOG. Disseminate copies of all LHMs and reports concerning organization locally to Secret Service on continuing basis and furnish extra copies of such communications to Bureau for dissemination at SOG.

c. Determine identities of members of organization involved in plot. Background information concerning such individuals should be fully developed and included in communications disseminated to Secret Service.

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York

a. Submit quarterly reports, to reach Bureau by February 1, May 1, August 1, and November 1 on full extent of communist influence in racial matters. Include information on communist infiltration of Negro organizations and subversive individuals active in racial movement. Include this information even if it duplicates information in other reports. Offices with no information to report advise Bureau by letter.

b. Use three-part outline in report: (1) Communist Strategy, (2) Communist Tactics, and (3) Communist Penetration and Influence in Racial Organizations. Under strategy, include plans and line of CPUSA and other communist groups, such as SWP and Progressive Labor Party. Under tactics, describe communist direction, influence, and participation in demonstrations, disturbances, and other events with racial overtones. List events in chronological order with appropriate subheadings. In part three, report influence of subversives in racial organizations.

6. Title and character.

[Communications covering organizations and groups should carry the name of the organization and characters as set out below.

a. Internal Security - Communist
The use of this character will apply to:
(1) Communist basic revolutionary organizations (both pro-Soviet and pro-Chinese); for example, Communist Party, USA, and Progressive Labor Party.
(2) Communist front groups.
(3) Communist infiltrated groups.

b. Internal Security - Communist (Trotskyist)
The use of this character will apply to:
(1) Trotskyist basic revolutionary organizations such as the Socialist Workers Party, Workers World Party, Young Socialist Alliance and Youth Against War and Fascism.
(2) Trotskyist fronts such as the Student Mobilization Committee.

c. Internal Security - New Left
This will include all organizations affiliated with the New Left Movement except those which would be characterized as Communist or Trotskyist front and infiltrated groups.]

Where appropriate, include identity of particular district or field division; e.g.,

Communist Party, USA
___________ District
___________ Division
Internal Security - C

7. Classification - 100

NW 88321 DocId:32989529 Page 1959

(5) Examples of organizational affiliation or nationalistic tendency

American Socialist Clubs	ASC
American Workers' Communist Party	AWC
Black Nationalist	BNT
Black Panther Party	BPP
Communist Party, USA	COM
Minutemen	MIN
Nation of Islam	NOI
Nationalist groups advocating independence for Puerto Rico	PRN
[New Left	NL]
Progressive Labor Party	PLP
Proletarian Party of America	PPA
Revolutionary Action Movement	RAM
Revolutionary Union	RU
Socialist Workers Party	SWP
Spartacist League	SPL
Student National Coordinating Committee	SNC
Students for a Democratic Society	SDS
Workers World Party	WWP
Bulgarian	BUL
Cuban	CUB
Czechoslovakian	CZE
Hungarian	HUN
Romanian	ROM
Russian	RUS
Yugoslavian	YUG

(6) Priority designation

Priority I	P I
Priority II	P II
Priority III	P III

(7) Top functionary designation (where applicable)

Top functionary	TF

(8) Special section cards

Atomic energy program employees	AEP
Cuban special section	CUB
Espionage subjects	ESP
Foreign government employees	FGE
Pro-Tito subjects	YUG
United Nations employees	UNE
U. S. Government employees	GOV

(9) Unavailable section cards

Missing	MI
Out of country	OC
Imprisoned	PR

(10) Date and place of birth

(11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List) and abbreviation denoting agency having security responsibility

(12) Residence address

(13) Employment address and any additional data deemed necessary to assist in locating subject in emergency. Labor union affiliation, if any.

(14) Field office file number

b. Data to appear on separate attached card

(1) Place following data on separate card attached to reverse side of security index card being filed in geographical, special, or unavailable sections. Cards contain printed captions for recording descriptive data which can be augmented if necessary.

NW 88321 DocId:32989529 Page 1960

(a) Complete description
(b) Notation that security index flash notice has been posted in Identification Division
(c) Photograph, with date taken. It is to be most current or best likeness of subject.
(d) Dangerous characteristics of subject, including notation if subject possesses firearms
(e) Other data which will assist in apprehension, such as directions to residence or employment when these are unusual, number of minor children and aged dependents

(2) If descriptive data have not been obtained, case must be kept pending. Upon posting of security index flash notice, field will be furnished FBI number and fingerprint classification which should be affixed to reverse side of security index cards filed in geographical, special, and unavailable sections.

(3) Use FD-186 to report information for separate card attached to back of security index card. Case Agent should fill in form and forward to clerical employee designated to post information. Thereafter, file FD-186 in case file. FD-186 may be used to record information that subject has been physically observed and to note descriptive data.

6. Arrangment of security index

a. At Bureau

Entire index is maintained on IBM tabulating cards. Security index cards are printed by automatic data processing and transmitted to field. An alphabetical breakdown of true names and all aliases of subjects is also maintained at Bureau for administrative purposes.

b. In field office

Active security index in each field office is maintained in four sections: geographical, alphabetical, unavailable, and special sections. [Complete set of each field office's Security Index is also maintained in Headquarters city in a state of readiness to be evacuated on a moment's notice in the same manner as geographical section with unavailable and special section cards filed in back.]

(1) Geographical section

After receipt of three security index cards from Bureau and after necessary data have been added to two cards, file one in geographical section of index (except special section and unavailable section cards) and one in duplicate set maintained away from headquarters city. Geographical section is broken down by residence address in accordance with needs of each office. Where logical, it should be broken down by state, county, city, and, if needed, into boroughs or suburbs and precincts. Cards are filed alphabetically under each geographical breakdown. Cards in this section will be withdrawn and used by Agents should apprehension of subjects become necessary.

Cards will show "unknown" residence for (a) subjects whose addresses are not known but prompt location within division is expected and (b) subjects whose location in another division is in process of verification. File these cards in breakdown designated "Verification Pending." With Bureau authority, offices covering large industrial areas may set up second geographical section and file cards by subjects' employment. Depending on time of day apprehensions are initiated, geographical-employment or geographical-residence section may be used.

(2) Alphabetical section

File duplicate card alphabetically in this section; there is no other breakdown. Alphabetical card is control card. If card is withdrawn from geographical section for apprehension, make notation on alphabetical card.

b. Definition
Top functionary is individual who is on high-policy level in CPUSA, other subversive organizations, or unorganized groups, to whom it is necessary to give continuous investigative attention because of his importance. Term "top functionary" does not require that individuals actually hold official positions in organizations but is given broad construction to include others of equal importance because of their influence in movement itself, or their position and activities outside movement in labor, front, or similar organizations. Consider black nationalist extremists whose importance justifies continuous investigative attention.

c. Manner of designation
Prior Bureau authority necessary to designate subject as top functionary. Top functionaries are to be in priority I and reports are submitted annually.

d. Regulations governing handling of top functionaries
(1) Designation and deletion of top functionary status
Handle by letter to Bureau containing brief statement of reason for designation or deletion.
(2) Photographs
Obtain photographs for each top functionary. Send two copies (one for Secret Service) to Bureau, either by cover letter or as enclosure to report. Maintain copy in subject's file. If album of top functionary photographs maintained, keep duplicate in subject's file.
(3) Handwriting specimens
Obtain suitable handwriting specimens of each top functionary. When possible, obtain specimens from public records, law enforcement agencies, and similar sources. Send specimens to Bureau under separate cover letter by registered mail for attention of FBI Laboratory. When they may be of value as evidence, so state in transmittal letter and request their return after copies have been made. Specimens should be sufficient to permit future comparisons by Laboratory.
(4) Security index cards
Request preparation by FD-122 at earliest possible moment.
(5) Change of office of origin
FD-128 changing office of origin on top functionary automatically deletes him as top functionary in old office and adds him as top functionary in new office.
[(6) [Deleted]

e. Maintenance of list
Each office must maintain current list of top functionaries.

14. Correlation of other investigations with security index and reserve index
Individuals investigated by Bureau under any classification against whom subversive information is developed must be considered for security index and/or reserve index. This includes espionage, foreign intelligence, applicant-type, and security of Government employees (SGE) investigations. When individual previously investigated under SGE classification is security index subject and is still employed by Federal Government or is being considered for Federal employment, use dual character of "Security of Government Employees" and character of security case in reports to insure routing to proper field and Bureau desks for supervision. Use standards prevailing for SGE reports. Disseminate these reports as any other security report. Advise representatives of other agencies requesting reports of SGE investigation to direct request to their headquarters for referral to Bureau.

NW 88321 DocId:32989529 Page 1962

H. REPORTS ON INDIVIDUALS

1. General

Cases of all security index subjects must be reopened for preparation of reports following schedule below. Critically analyze each case in light of security index criteria each time it is reopened and brought up to date.

2. Schedule of submission of reports
   a. Priority I - annually
   b. Priority II - annually
   c. Priority III - initial report must be summary. Subsequent information may be furnished by LHM. Each office is responsible to insure all pertinent developments are furnished Bureau.

3. Origin

Office covering territory in which subject's subversive activities occur

4. Classification
   a. 100 - for individuals affiliated with basic revolutionary and front organizations of Marxist ideology
   b. 105 - for member of Puerto Rican nationalist groups or others having foreign nationalistic tendencies
   c. 157 - Nation of Islam and other black nationalist subjects

5. Title

Only one subject shall be carried in title of each report. Separate reports must be submitted for each subject regardless of relationship; i.e., husband and wife, father and son, etc.

6. Character

[a. The designation "Security Matter" (SM where appropriate) is to be set out in all instances. Use organizational affiliation where the organization of the subject is a current or continuing investigation or where a Bureau-approved thumbnail sketch exists. Examples:

Security Matter - C (Communist)
Security Matter - SWP (Socialist Workers Party)
Security Matter - SMC (Student Mobilization Committee

b. Every effort is to be made to use a meaningful organizational affiliation or nationalistic tendency designation; however, where this cannot be done, the following designations are to be adhered to in submitting to the Bureau:

(1) Security Matter - Subversive (Where activity of subject is primarily protest in nature and is related to demonstrations and other efforts to disrupt or destroy Government operations in line with espousal or support of a philosophy which advocates overthrow of the Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)

(2) Security Matter - New Left (Where activity of subject is primarily violence, extremist, student and/or communal-existence oriented and relates to demonstrations and other efforts to disrupt or destroy Government operations in line with espousal or support of a philosophy which advocates overthrow of the Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)]

NW 88321 DocId:32989529 Page 1963

7. Status
Carry cases as pending until all active investigation has been conducted. Thereafter, status shall be as follows:
   a. Top functionaries
      Pending inactive. Submit reports annually. Place case in pending-active status 45 days prior to date report due.
   b. Key facility cases
      Pending inactive. See instructions under individuals employed in or having access to key facilities.
   c. Other security index subjects
      (1) Closed
         (a) Follow by administrative tickler to insure submission of periodic reports according to priority designation. If, following investigation, no subversive data is developed and information consists only of verification of residence and employment and negative contacts with sources, submit FD-400 in lieu of report setting forth identities of informants and sources contacted and any pertinent administrative data. Also submit FD-305 properly executed. Open case 45 days prior to date report due.

[C. INVESTIGATION OF COMMUNIST INFILTRATION OF LABOR UNIONS

1. Purpose of investigation
   a. To obtain complete picture of control communists have over vital industry in U. S.
   b. To develop data concerning extent of communist control over important trade unions
   c. To develop evidence necessary to establish under provisions of Communist Control Act of 1954 that a labor union is communist infiltrated at time Attorney General files petition
   d. To determine identity of each important communist in labor movement
2. Policy
   a. Prior Bureau authority required to conduct active investigation. Bureau will advise field of unions being considered under Communist Control Act of 1954. Give continuous, thorough, and expeditious attention because of limited period (three years) pertinent evidence is admissible under statutory limits in act.
   b. Ascertain availability and willingness to testify of all possible witnesses for benefit of Department in considering cases for presentation to Subversive Activities Control Board. Current informants and confidential sources should be described as currently furnishing information to FBI and not as unavailable. Department must be furnished brief statement on background and any known factors affecting credibility of all other witnesses, including discontinued informants. Investigative techniques not available for use in court may be described as unavailable.
   c. Investigation is limited to activities of individuals acting in furtherance or apparent furtherance of communist program. Goal is complete picture of extent of communist infiltration and domination.
   d. Labor union as such is not subject of investigation. Title of all communications must clearly show communist infiltration is subject of investigation. FBI is not interested in employer-employee relationships or legitimate union activities.
   e. Prior Bureau authority required to conduct interview with any officer or official of labor union during investigation of communist infiltration unless officer or official is established reliable source or confidential informant.
   f. Prepare brief history of union, including origin, constitution, bylaws, and organizational structure. Office of origin is responsible for coverage of officers and personnel of national or international office. Auxiliary offices responsible for coverage of international representatives, organizers, and regional, district, council, and local officers active within their territories.
3. Title

   Title of all communications should clearly show that communist infiltration of union involved is subject of investigation, not the union itself; e.g.,

   "Communist Infiltration of United Electrical Workers of America"
4. Classification - 100
5. Character - Internal Security - C

D. INVESTIGATIONS OF INDIVIDUALS - POLICY AND OBJECTIVES

1. Definitions

[Following organizations are [examples of] "basic revolutionary organizations."

a. Communist Party, USA
b. Socialist Workers Party
c. Progressive Labor Party
d. Proletarian Party of America
e. Nationalist Party of Puerto Rico

[f. [Revolutionary Union]

Black nationalist extremists and members of Puerto Rican nationalist groups and Puerto Rican subversive proindependence groups, although technically not members of basic revolutionary organizations, should be investigated under same rules. (See section 122, volume IV, of this manual.)

2. FBI responsibility

To conduct thorough investigations into background and activities of all persons in U. S. and Puerto Rico who are dangerous or potentially dangerous to internal security. Each SAC is responsible for investigation of persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

3. Purposes of investigation

a. Determination of dangerousness

To determine identity, whereabouts, and activities of all individuals in U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more revolutionary groups or related groups, are dangerous or potentially dangerous to internal security; collection of sufficient information concerning their subversive activities to justify apprehension in national emergency.

b. Determination of violations of Federal statutes

To determine identity, whereabouts, and activities of all individuals who have been or may be violating laws of U. S.

(1) Direct investigation to obtain admissible evidence to establish violation.

(2) Be alert for violation of Federal statutes relating to espionage, sabotage, and sedition.

4. Individuals to be investigated

Exercise sound judgment and discretion in evaluating importance and dangerousness of individuals or affiliates. Investigate activities of any individual falling within one or more of following categories who does not come within restrictions on investigations listed under 87D, item 5, below:

a. Membership in basic revolutionary organizations subsequent to 1-1-49

b. Espousing line of revolutionary movements

Espousal encompasses wide variety and range of activities. Actual membership in basic revolutionary organization is not prerequisite. Espousal may be expressed by membership or active participation in subversive front groups. Open investigation in every instance in which subject is actively engaged in affairs of subversive front organization in leadership capacity or by active participation in furtherance of aims and purposes of front organizations. Do not open on mere membership in front organization unless there is past membership at any time in basic revolutionary organization or other subversive derogatory information.

c. Special training

(1) Training in subversive movement abroad

(2) Leadership training in basic revolutionary organization

d. Military service

(1) Service in Abraham Lincoln Brigade; membership in basic revolutionary organization not prerequisite

(2) Service in military forces of any country, including U. S. armed forces, whenever individual has ever been member of basic revolutionary organization

NW 88321 DocId:32989529 Page 1966

d. Cases referred by military
Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations are involved. If subversive information does not warrant full security investigation but does indicate possible fraud violation, advise interested agency that FBI's investigation will be directed toward proving possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with FBI investigation. Advise agency pertinent information developed will be furnished and request agency to do likewise. Immediately initiate security matter - fraud against the Government investigation. If subversive information warrants full security investigation and also indicates fraud violation, advise interested agency that Bureau is initiating full security investigation in conjunction with investigation of possible violation of law and results will be furnished. Conduct expedite investigation to determine subject's dangerousness and whether a fraud violation is involved.

7. Submission of subversive derogatory information on individuals
   a. Offices covering national or local headquarters of various subversive groups should promptly furnish Bureau names and identifying data regarding persons affiliated with such groups, to include basic revolutionary organizations, fascist-type organizations, black extremist organizations, and front groups of these. Furnish Bureau such information by letter and, where appropriate, indicate that list of names is being furnished for Bureau indexing purposes.
   b. Information from all sources should be reviewed to insure Bureau has been furnished lists of all individuals affiliated with organizations enumerated in item a. Include information concerning a number of individuals in one letter if possible. Set out sufficient identifying data to facilitate check of Bureau files.
   c. Offices obtaining information regarding subversive affiliation of individuals residing outside their territories should promptly advise offices covering such persons' addresses.
   d. Names of subscribers to Communist Party nominating petitions and names appearing on subscription lists of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to Bureau for indexing.
   e. Important subversive information concerning any individual and any new subversive information concerning an individual of importance should be furnished Bureau expeditiously.
   f. Subversive and/or derogatory information coming to attention of field office through name check or otherwise on employee of executive branch of Government, which information is within purview of EO 10450, should be forwarded promptly to Bureau for dissemination to Civil Service Commission. Such information relating to other employees of Government or employees of United Nations and other public international organizations should be furnished Bureau immediately.

NW 88321 DocId:32989529 Page 1967

E. INVESTIGATION OF INDIVIDUALS - INVESTIGATIVE PROCEDURES AND TECHNIQUES

1. General

All pertinent information concerning subject's background and subversive activity must be fully developed and reported to assure accurate evaluation of his dangerousness. Use discretion to prevent subjects from becoming unnecessarily aware of investigation.

Members of law enforcement agencies are not to accompany Agents in security investigations without prior Bureau authority.

2. Scope of investigations

Following should be obtained:

a. Background

(1) True name and aliases

(2) Residence address

(3) Occupation or business and employment address

(4) Citizenship status, including date and place of birth and pertinent data concerning naturalization of aliens

(5) Family background

If possible, ascertain from sources contacted and report date and place of birth of subject's parents and spouse and parents of spouse. Do not conduct investigation solely for this information.

(6) Military record

Determine if subject has served in U. S. armed forces; time, place, and circumstances of such service; type of discharge received; and any membership in veterans' organizations. If subject served in armed forces of any foreign government, determine pertinent facts.

(7) Close relatives

Determine whether subject has any close relatives in U. S. armed forces or in other positions of trust and confidence, whether public or private, relating to national defense.

(8) Identification record

(a) Be alert for identification record showing arrests and/or civil data. Check local police records.

(b) When subject is approved for security index, submit FD-165 to check records of Identification Division and to post flash notice if fingerprints on file. FD-165 will be returned if positive identification cannot be made with fingerprints on file. Office of origin is responsible for resolving identification when record has been furnished by Identification Division as possibly identical. If positive identification cannot be made, it is not necessary to communicate further with Identification Division.

(c) When office of origin is changed for security index or reserve index A subject after flash notice has been placed, form FD-128 (changing origin) should so indicate. Send extra copy of FD-128 to Identification Division so its records will show new office of origin.

(d) [On those individuals who are Security Index subjects on whom no fingerprints are on file with the Identification Division, a Security Flash Notice (FD-165) should be submitted periodically on a staggered basis and at different intervals. Priority I, Security Index, subject requests should be submitted every six months commencing with the submission of an annual report and every six months thereafter. In the case of Priority II and Priority III, Security Index, subjects, requests should be submitted on an annual basis in conjunction with the submission of the annual report or annual verification of residence and employment. This periodic requirement is satisfied upon notification by the Identification Division of a fingerprint record on the subject and the placing of a stop against such record or upon the removal of a subject from the Security Index.]

NW 88321 DocId:32989529 Page 1968

[(e)] Cancel security flash notice when subject dies or is no longer of security interest.

(9) Physical description

(a) Obtain and report detailed physical description.

(b) Each subject should be personally observed whenever complete security investigation is conducted. Such direct observation is mandatory for all security index subjects; however, do not delay submission of form FD-122 (recommending subject for security index) when it has not been possible to observe subject. Keep case open until personal observation accomplished. When subject is outside U. S. or Puerto Rico, this requirement may be followed administratively until subject is personally observed upon his return to this country.

NW 88321 DocId:32989529 Page 1969

[(5) [Examples of]organizational affiliation or nationalistic tendency

American Socialist Clubs	ASC
American Workers' Communist Party	AWC
Anarchist	ANA
Black Nationalist	BNT
Black Panther Party	BPP
Communist Party, USA	COM
Minutemen	MIN
Nation of Islam	NOI
Nationalist groups advocating independence for Puerto Rico	PRN
Progressive Labor Party	PLP
Proletarian Party of America	PPA
Revolutionary Action Movement	RAM
[[Revolutionary Union	RU]
Socialist Workers Party	SWP
Spartacist League	SPL
Student National Coordinating Committee	SNC
Students for a Democratic Society	SDS
Workers World Party	WWP
Bulgarian	BUL
Cuban	CUB
Czechoslovakian	CZE
Hungarian	HUN
Romanian	ROM
Russian	RUS
Yugoslavian	YUG

(6) Priority designation

Priority I	P I
Priority II	P II
Priority III	P III

(7) Top functionary designation (where applicable)

Top functionary	TF

(8) Special section cards

Atomic energy program employees	AEP
Cuban special section	CUB
Espionage subjects	ESP
Foreign government employees	FGE
Pro-Tito subjects	YUG
United Nations employees	UNE
U. S. Government employees	GOV

(9) Unavailable section cards

Missing	MI
Out of country	OC
Imprisoned	PR

(10) Date and place of birth

(11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List) and abbreviation denoting agency having security responsibility

(12) Residence address

(13) Employment address and any additional data deemed necessary to assist in locating subject in emergency. Labor union affiliation, if any.

(14) Field office file number

b. Data to appear on separate attached card

(1) Place following data on separate card attached to reverse side of security index card being filed in geographical, special, or unavailable sections. Cards contain printed captions for recording descriptive data which can be augmented if necessary.

(a) Complete description
(b) Notation that security index flash notice has been posted in Identification Division
(c) Photograph, with dato taken. It is to be most current or best likeness of subject.
(d) Dangerous characteristics of subject, including notation if subject possesses firearms
(e) Other data which will assist in apprehension, such as directions to residence or employment when these are unusual, number of minor children and aged dependents

(2) If descriptive data have not been obtained, case must be kept pending. Upon posting of security index flash notice, field will be furnished FBI number and fingerprint classification which should be affixed to reverse side of security index cards filed in geographical, special, and unavailable sections.

(3) Use FD-186 to report information for separate card attached to back of security index card. Case Agent should fill in form and forward to clerical employee designated to post information. Thereafter, file FD-186 in case file. FD-186 may be used to record information that subject has been physically observed and to note descriptive data.

6. Arrangment of security index
a. At Bureau
Entire index is maintained on IBM tabulating cards. Security index cards are printed by automatic data processing and transmitted to field. An alphabetical breakdown of true names and all aliases of subjects is also maintained at Bureau for administrative purposes.
b. In field office
Active security index in each field office is maintained in four sections: geographical, alphabetical, unavailable, and special sections. Complete set of each field office's security index is also maintained away from headquarters city in same manner as geographical section with unavailable and special section cards filed in back.

(1) Geographical section
After receipt of three security index cards from Bureau and after necessary data have been added to two cards, file one in geographical section of index (except special section and unavailable section cards) and one in duplicate set maintained away from headquarters city. Geographical section is broken down by residence address in accordance with needs of each office. Where logical, it should be broken down by state, county, city, and, if needed, into boroughs or suburbs and precincts. Cards are filed alphabetically under each geographical breakdown. Cards in this section will be withdrawn and used by Agents should apprehension of subjects become necessary.

Cards will show "unknown" residence for (a) subjects whose addresses are not known but prompt location within division is expected and (b) subjects whose location in another division is in process of verification. File these cards in breakdown designated "Verification Pending." With Bureau authority, offices covering large industrial areas may set up second geographical section and file cards by subjects' employment. Depending on time of day apprehensions are initiated, geographical-employment or geographical-residence section may be used.

(2) Alphabetical section
File duplicate card alphabetically in this section; there is no other breakdown. Alphabetical card is control card. If card is withdrawn from geographical section for apprehension, make notation on alphabetical card.

NW 88321 DocId:32989529 Page 1971

(4) In all instances there must be clear showing, by overt acts or statements or other evidence, that there has been continuing sympathy for aims and objectives of Cuban Government since 10-1-60. Citizenship status must be clearly established.

c. Pro-Cuban activity
All individuals in security index under basic criteria (item 3a, above) should be tabbed "Pro-Cuban" if by their activities and sympathies they warrant special consideration in event of limited emergency involving Cuba and U. S. This tabbing includes Cubans and non-Cubans who have engaged in activities in support of Cuban Government or pro-Castro groups. For this tabbing, submit FD-122 to Bureau with notation "Pro-Cuban" typed opposite words "Miscellaneous (specify)." Attach page containing concise summary of facts supporting recommendation. Security index cards sent to field on such subjects contain letter "C" on left side of card at beginning of second line. These cards are not kept in "Cuban" special section but are tabbed with metal tabs.

d. Evaluating interviews for security index status
(1) Positive statement to interviewing Agents clearly indicating adherence to doctrines, aims, or purposes of revolutionary organization or front organization shall be considered overt act.
(2) Other than above, interviews are not factors in making determination as to security index; e.g., lack of cooperation or partial cooperation are not factors.

e. Effect of resort to fifth amendment
Department has advised resort to fifth amendment by witness appearing before governmental body should be considered overt act within security index criteria (1) when subject was asked directly concerning present membership in subversive organization and (2) when question calls for response as to past membership in organization in those cases in which available information would seem to bring subject within criteria except for overt act within required period.

f. Activity in Nation of Islam and other black nationalist extremist groups
Department has advised Nation of Islam constitutes potentially dangerous instrumentality in event of national emergency; statements and activities of individuals in Nation of Islam indicating anarchist and revolutionary beliefs should be considered in making judgment as to whether or not member should be in security index. Give particular attention to developing and reporting such statements, including violent and revolutionary statements made by other members in subject's presence. Statements should be reported in detail. Apply these instructions to other black nationalist extremist groups.

4. Recommendations for and preparation of security index cards

a. SAC must personally recommend inclusion in and removal of any name from security index except in offices having more than 1,000 security index subjects, where recommendations can be made by SAC, ASAC, or Bureau-approved security supervisor.

[b. Where potential dangerousness of subject has been established, office of origin is to[prepare]recommendation to Bureau on form FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. Nothing should appear on FD-122 which is not in subject's file. FD-122 has[three]uses: (1) to recommend subject for security index, (2) to submit changes for existing cards,[and (3) to recommend subject be deleted from Security Index.]Submit abstract when recommending subject for security index but no abstract for changes[on the security index card.]

c. When FD-122 is submitted to recommend subject for security index, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated priority level for apprehension. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must show pertinent data of subject's activities.

d. If, at conclusion of investigation, subject is not being recommended for security index, set out brief summary statement in appropriate closing communication showing reasons.
e. Current summary report must be submitted to Bureau when subject is being recommended for security index. If case is pending because of outstanding leads, set out additional lead to follow authorization of security index card by Bureau and, if approved, to disseminate copy of report to Secret Service. If case would otherwise be closed, place in pending-inactive status with lead to follow authorization by Bureau and, if approved, disseminate copy of report to Secret Service and then close case administratively.
f. Recommendations for security index should not be delayed because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.
g. Subjects missing or out of country may be recommended for security index. FD-122 should include data required for unavailable section.
h. When FD-122 is submitted recommending subject of Chinese extraction, include words "Other - Chinese" under race. When recommending person not of Chinese extraction but who has definite sympathies for Communist China, include under "Miscellaneous" following statement: "sympathetic to Communist China."
i. If Bureau approves recommendation, security index cards will be prepared. Copy of FD-122 will be returned stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." These cards should be filed in security index as outlined below. Place returned copy of FD-122 in subject's main file. (Offices with geographical breakdown by residence and employment will receive extra card.)
j. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards which are stapled to back of two security index cards. File one of these cards in geographical section (except special section and unavailable section
[cards).[With the exception of Honolulu and Washington Field Offices,]
[file other in duplicate security index maintained[in headquarters city
[in a state of readiness to be evacuated on a moment's notice.]Third security index card is filed in alphabetical section.

5. Content and appearance of security index card
a. Data to appear on face of card
When complete, face of security index card should contain following information. If any items are missing, case should be continued pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters which should be placed in appropriate space on FD-122. Code letters should appear on security index cards received from Bureau.

(1) Name and aliases
Full and correct name and aliases of subject

(2) Race

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others, including Orientals (except Chinese), American Indians, etc.)

(3) Sex

Male	M
Female	F

(4) Citizenship

Native born	NB
Naturalized	NA
Alien	AL

(If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)

(7) New office of origin is to review pertinent material received with FD-128 and information in its files to determine if additional investigation is warranted. If not, advise Bureau by letter case is being closed.

(8) Upon receipt of FD-128, office covering new address is origin and should place office file number on security index cards and file them in its security index.

(9) Upon receipt of new cards from Bureau with copy of FD-128, new office is to transfer information from reverse side of old geographical cards to two new cards, appropriately file new cards, and destroy old cards.

b. Top functionaries

Above-described mechanics of transferring cases also apply to top functionaries. Additional procedures in this category are:

(1) Notification to Bureau of deletion of subject as top functionary in old office of origin is handled by designation in space provided on FD-128 that subject was top functionary.

(2) Upon receipt of FD-128, new office of origin shall automatically designate subject top functionary and keep case pending. After investigation is completed and summary report has been submitted by old office, case may be placed in pending-inactive status. Within three months, new office is to conduct investigation, submit report, and advise Bureau concerning continued designation as top functionary.

c. Subjects tabbed for priority

Security index card shall continue to be tabbed for priority apprehension in new office of origin until that office determines that priority designation is not warranted under provisions set forth below.

d. Subjects not included in security index

(1) Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. Enclose copies of all investigative reports and other pertinent serials to new office of origin.

(2) New office of origin is to investigate or advise Bureau case closed if no action warranted.

10. Cancellation and removal of cards from active security index

SAC must personally recommend removal of any name from security index except in offices having more than 1,000 security index subjects where recommendations may be made by SAC, ASAC, or Bureau-approved security supervisor.

a. Death of subject

Destroy card and advise Bureau by LHM.

b. Permanent departure

Upon learning of subject's departure from U. S. or Puerto Rico for foreign country, immediately ascertain conditions of departure for foreign country. No security index card shall be cancelled by reason of such departure unless subject is alien who has permanently departed and whose departure has been verified. If U. S. citizen who has been out of country has renounced his citizenship and taken citizenship of foreign country, security index card may be cancelled only after it has been determined he does not intend to return to U. S.

c. Imprisonment of subject

Do not cancel security index cards because subject imprisoned, regardless of length of time he will be incarcerated. Place cards in unavailable section and handle as set forth under imprisoned subjects above.

d. Induction of subject into armed forces

Place security index cards in inactive section and follow procedure set forth above under inactive section.

e. Security informants

Security index card may be destroyed upon receipt of Bureau authority to designate person security informant. In requesting Bureau authority to designate individual as security informant, call attention to security index card and recommend cancellation.

NW 88321 DocId:32989529 Page 1974

f. Subject no longer dangerous or potentially dangerous
Frequently information is received or investigation develops that subject is no longer threat to internal security by reason of physical condition, defection, or expulsion from subversive movement. Such defection may be shown by lack of activity and obvious disinterest over extended period or declaration of opposition to principles of subversive movement.

When there is sufficient information regarding subject's present sympathies to conclude he should no longer be considered dangerous, request authority for interview or advise Bureau why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview. If, upon interview, subject proves cooperative, advise Bureau by letter and recommend cancellation.

[[In all cases the recommendation for removal from the security index
[should be made by FD-122 with attached succinct summary of facts on
[which the recommendation is based. Submit abstract with FD-122 used
[to recommend removal from security index.]

g. Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection
With passage of time, limits specified in security index criteria will operate to remove subjects even though there is no affirmative indication of defection. When recommending such removal, consider if facts warrant inclusion of subject in section A of reserve index. Following procedures are for subjects not being recommended for inclusion in section A of reserve index:
(1) When subjects are removed from security index solely on basis of application of criteria, retain security index cards bearing descriptive matter on reverse sides; i.e., cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards should retain only one card.
(2) Mark "cancelled" across face of each card retained and file in reserve index, section B.
(3) Above instructions do not apply to individuals removed from security index based upon activity in Nation of Islam. Their cards should be destroyed.

11. Priority apprehension program
a. Purpose
Some security index subjects, because of their training, violent tendencies, or prominence in subversive activity, would be more inclined or more capable of committing acts against U. S. in time of national emergency than others. Such subjects must be immobilized in least possible time. Individuals in security index tabbed priority I, and possibly priority II, would be arrested first in event of limited but grave emergency, probably without arrest of other subjects. In all-out emergency, consideration for apprehension will be given to all subjects. Decision as to priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.
b. Priority tabbing
(1) Each security index subject should be considered for priority I tabbing who falls within following categories:
(a) All top functionaries
(b) All individuals considered to be hard-core national and state leaders of basic revolutionary organizations and leaders of other subversive organizations and unorganized groups and individuals who have indicated propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare, or have engaged in underground operations
(c) Individuals employed in or having access to key facilities

NW 88321 DocId:32989529 Page 1975

(b) Priority III cases must be opened for verification of residence and employment on annual basis.
Review case file for any necessary action including re-evaluation of subject's status, or possible redesignation as priority I or II.

When pertinent information is submitted to Bureau for dissemination, FD-305 and FD-376 should accompany cover communication.

d. Subjects recommended for security index
   (1) Pending inactive
   If all active investigation completed at time FD-122 forwarded to Bureau, set forth lead to follow for security index approval and dissemination of report to Secret Service.
   (2) Closed
   After security index approved and dissemination to Secret Service, follow by administrative tickler for periodic report.

e. Subject not being recommended for index
Closed - prior to closing, comply with instructions pertaining to interviews.

8. Content
   a. Include following and handle under topical headings where appropriate.
      (1) Background
         (a) Birth data
         (b) Citizenship status
         (c) Education
         (d) Marital status
         (e) Military service record (domestic or foreign, including type of discharge, citations, etc.)
         (f) Identification record
         (g) Employment
         (h) Residence
         (i) Status of health (if known)
      (2) Connections with Communist Party, other basic revolutionary groups, front groups, black nationalist extremist groups, and/or other subversive organizations or unorganized groups
         (a) Information concerning admission into revolutionary group, including sponsors, etc.
         (b) History of activity in, attendance at meetings of, and positions held in subversive movement
      (3) Revolutionary statements by subject
         (a) Determine each statement and full details surrounding it.
         (b) Determine all statements showing adherence to principles of Marxism-Leninism or other revolutionary doctrines.
      (4) Other activities indicating furtherance of program of subversive organizations
         (a) Speeches and writings
         (b) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
         (c) Pertinent contacts between subject and leaders of organizations
         (d) Details concerning subject's attendance or connection with subversive training schools
      (5) False statements made by subjects, including aliases
      Evidence may be obtained from passports, tax returns, and voting, marital, employment, and selective service records.
      (6) Miscellaneous
      Pertinent items not falling under above categories
   b. Reports on individuals should be confined to:
      (1) Proof of membership and activity in basic revolutionary organizations, front organizations, and/or other organizations or unorganized groups

(2) Position and importance of subject in subversive movement
(3) Pertinent background information
Include only information pertinent to determining whether or not subject is engaged in subversive activities. Set out date or period to which it pertains; e.g., John Doe advised on January 15, 1970, that subject attended CP meetings in January, 1965, in Syracuse, New York.

c. Summarizing information
(1) When prior summary reports are not suitable for dissemination, include all pertinent information in current summary report with sources fully protected.
(2) Repetitious and cumulative items may be limited to representative number with each item set forth fully documented. Number of items will depend upon preponderance of other information showing dangerousness of subject. Base selection on need to report sufficient data to justify continued detention of subject if apprehended.
(3) When selection of representative number of items is made, follow with summary statement that source advised during specified period of time subject also attended certain number of other meetings. (Set out file number and serial range in documenting such statements.)
(4) Where there is extensive activity in subversive organizations, it is permissible to use narrative statements without exact dates of activity; however, show period of time involved and inclusive dates of informant reports. Do not use this type reporting in Smith Act of 1940 or ISA-50 cases. Summary statements must be statements of facts and not conclusions. Information from different sources must be reported separately.
(5) Above instructions do not lessen responsibility for reporting all pertinent items.

9. Administrative data - cover pages
a. General
References to following administrative items should be in cover pages accompanying reports:
(1) Reserve index, security index, file numbers and titles of other cases, priority apprehension program, top functionary status, security index flash notices (FD-165), FD-122, FD-128, and non-investigative information
[(2) [In all security index cases, FD-305, appropriately filled out,
[shall be the last page of cover pages to annual reports and the
[last page of cover communications to LHMs submitted in lieu of
[annual reports.]

b. Documentation of reports
(1) Complete documentation of all reports is required. This also applies to LHMs submitted in priority III cases.
(2) If information necessary for complete documentation is not in subject's file, review other office files, as needed. If not obtainable, so state in cover pages.
(3) Do not conduct extensive investigation to locate sources who previously furnished background information for purposes of documentation or to obtain documentary evidence of background information. For example, if previous investigation revealed subject, according to reliable records, such as birth, school, or Immigration and Naturalization records, was born at certain place on certain date, report it without further verification.

(c) When all logical leads have been exhausted in case of missing important functionary, consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.

d. Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)
Set forth below are steps to be taken when information is received that subject in one of following categories intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in priorities I and II of security index, past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.

(1) Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.

(2) Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.

(3) Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.

(4) Subsequent report in individual case should contain details regarding subject's travel. In nonsecurity index cases where LHMs are submitted, communication transmitting data regarding travel should indicate whether investigation is being initiated and, if not, why.

(5) Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of categories described in first paragraph under item d above.

(a) Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

(b) Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item d above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

NW 88321 DocId:32989529 Page 1978

(6) Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.

3. File reviews
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.

4. Security informants
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.

5. Physical surveillances
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
   a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
   b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
   c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.

6. Photographic surveillances
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.

7. Public sources
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.

8. Records of private firms
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.

9. Channelizing of information to case files
Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.

10. Preservation of evidence
Bear in mind necessity of obtaining admissible evidence.
   a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.
   b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.
   c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.
   d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

NW 88321 DocId:32989529 Page 1979

(4) In all instances there must be clear showing, by overt acts or statements or other evidence, that there has been continuing sympathy for aims and objectives of Cuban Government since 10-1-60. Citizenship status must be clearly established.

c. Pro-Cuban activity
All individuals in security index under basic criteria (item 3a, above) should be tabbed "Pro-Cuban" if by their activities and sympathies they warrant special consideration in event of limited emergency involving Cuba and U. S. This tabbing includes Cubans and non-Cubans who have engaged in activities in support of Cuban Government or pro-Castro groups. For this tabbing, submit FD-122 to Bureau with notation "Pro-Cuban" typed opposite words "Miscellaneous (specify)." Attach page containing concise summary of facts supporting recommendation. Security index cards sent to field on such subjects contain letter "C" on left side of card at beginning of second line. These cards are not kept in "Cuban" special section but are tabbed with metal tabs.

d. Evaluating interviews for security index status
(1) Positive statement to interviewing Agents clearly indicating adherence to doctrines, aims, or purposes of revolutionary organization or front organization shall be considered overt act.
(2) Other than above, interviews are not factors in making determination as to security index; e.g., lack of cooperation or partial cooperation are not factors.

e. Effect of resort to fifth amendment
Department has advised resort to fifth amendment by witness appearing before governmental body should be considered overt act within security index criteria (1) when subject was asked directly concerning present membership in subversive organization and (2) when question calls for response as to past membership in organization in those cases in which available information would seem to bring subject within criteria except for overt act within required period.

f. Activity in Nation of Islam and other black nationalist extremist groups
Department has advised Nation of Islam constitutes potentially dangerous instrumentality in event of national emergency; statements and activities of individuals in Nation of Islam indicating anarchist and revolutionary beliefs should be considered in making judgment as to whether or not member should be in security index. Give particular attention to developing and reporting such statements, including violent and revolutionary statements made by other members in subject's presence. Statements should be reported in detail. Apply these instructions to other black nationalist extremist groups.

4. Recommendations for and preparation of security index cards

a. SAC must personally recommend inclusion in and removal of any name from security index except in offices having more than 1,000 security index subjects, where recommendations can be made by SAC, ASAC, or Bureau-approved security supervisor.

b. Where potential dangerousness of subject has been established, office of origin is to submit recommendation to Bureau on form FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. Nothing should appear on FD-122 which is not in subject's file. FD-122 has two uses: (1) to recommend subject for security index and (2) to submit changes for existing cards. Submit abstract when recommending subject for security index but no abstract for additions, deletions, or changes.

c. When FD-122 is submitted to recommend subject for security index, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated priority level for apprehension. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must show pertinent data of subject's activities.

NW 88321 DocId:32989529 Page 1980

d. If, at conclusion of investigation, subject is not being recommended for security index, set out brief summary statement in appropriate closing communication showing reasons.

e. Current summary report must be submitted to Bureau when subject is being recommended for security index. If case is pending because of outstanding leads, set out additional lead to follow authorization of security index card by Bureau and, if approved, to disseminate copy of report to Secret Service. If case would otherwise be closed, place in pending-inactive status with lead to follow authorization by Bureau and, if approved, disseminate copy of report to Secret Service and then close case administratively.

f. Recommendations for security index should not be delayed because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.

g. Subjects missing or out of country may be recommended for security index. FD-122 should include data required for unavailable section.

h. When FD-122 is submitted recommending subject of Chinese extraction, include words "Other - Chinese" under race. When recommending person not of Chinese extraction but who has definite sympathies for Communist China, include under "Miscellaneous" following statement: "sympathetic to Communist China."

i. If Bureau approves recommendation, security index cards will be prepared. Copy of FD-122 will be returned stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." These cards should be filed in security index as outlined below. Place returned copy of FD-122 in subject's main file. (Offices with geographical breakdown by residence and employment will receive extra card.)

j. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards which are stapled to back of two security index cards. File one of these cards in geographical section (except special section and unavailable section cards).[With the exception of Honolulu and Washington Field Offices,] file other in duplicate security index maintained[in headquarters city in a state of readiness to be evacuated on a moment's notice.]Third security index card is filed in alphabetical section.

5. Content and appearance of security index card

a. Data to appear on face of card

When complete, face of security index card should contain following information. If any items are missing, case should be continued pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters which should be placed in appropriate space on FD-122. Code letters should appear on security index cards received from Bureau.

(1) Name and aliases

Full and correct name and aliases of subject

(2) Race

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others, including Orientals (except Chinese), American Indians, etc.)

(3) Sex

Male	M
Female	F

(4) Citizenship

Native born	NB
Naturalized	NA
Alien	AL

(If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)

NW 88321 DocId:32989529 Page 1981

(4) Office preparing summary report may include information originally obtained by another office but may not have necessary documentation. If office preparing report has copies of documents obtained by another office and identity of source, date of activity, date received, and receiving Agent are known, it is not necessary to obtain file number of original. Pertinent documentation, other than file number, should be obtained from auxiliary office.

(5) When report includes references to known subversives who have associated with subject, identify source of characterization in cover pages without further documentation.

(6) When it is necessary to obtain thumbnail sketch, place in thumbnail sketch file so it will be readily available for future use.

10. Channelizing memoranda - destruction of
Channelizing memoranda may be destroyed following submission of reports. Copies of informant's statements designated for 100 classification files of informants may be destroyed when one year old. (See instructions for destruction of channelizing memoranda in Manual of Rules and Regulations, part II, section 3D, item 8.)

I. DISSEMINATION OF DATA DEVELOPED IN SECURITY INVESTIGATIONS

1. Policy
Proper utilization of information received is foremost among Bureau's responsibilities. Information obtained during investigations should be forwarded to other interested agencies in executive branch unless there are compelling reasons not to do so. Delimitations Agreement and Presidential directives provide for dissemination to other agencies which have present or potential interest information relating to espionage, sabotage, subversive activities, and related matters.

2. Bureau requirements
Because all conceivable situations cannot be anticipated, data below pertains to representative situations which occur frequently. Basic rule is that security information must be furnished promptly to interested agencies in executive branch. Term "interested agency" must be interpreted in light of reason and common sense. Bring any unusual situations to Bureau's attention promptly for consideration.

Considerations affecting national defense in Alaska, Hawaii, and Puerto Rico necessitate broadest possible construction to requirements for dissemination to intelligence services in those areas. See Manual of Rules and Regulations, part II, section 5, pertaining to Bureau's overall responsibilities, policies, and exceptions in dissemination.

a. Members of armed forces
Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires each agency to exchange freely and directly with other subscribing agencies all information of mutual interest. Any information developed concerning members of military services must be referred immediately to appropriate military branch having primary responsibility, even though allegations have not been fully resolved or verified. Specifically point out in such instances that information has not been verified. When it is determined security subject is member of armed services, discontinue investigation immediately, advise Bureau, and disseminate pertinent reports locally to appropriate intelligence agency. Dissemination regarding military personnel is not confined to subjects of security investigations but extends to any subversive data developed against member of armed services during FBI investigations. If member of armed forces has been in contact with security subject or any individual or group with security implications, immediately advise appropriate local intelligence service, even though security aspects of contact have not been resolved. Point out in such instances that information is unverified and transmit any additional developments immediately.

NW 88321 DocId:32989529 Page 1982

Determine during security investigations whether subjects have any close relatives in armed forces. Promptly call such associations to attention of appropriate military intelligence services, together with pertinent data, including reports, on subjects involved. Evaluation of these associations lies entirely within province of military intelligence services, but Bureau must disseminate this information immediately upon receipt. Advise Bureau by letter concerning any subversive contacts or information developed concerning military personnel, including statement as to local dissemination and enclosing LHM setting out subversive data.

b. Aliens and naturalized citizens
Furnish information concerning aliens and naturalized citizens which might have bearing on their deportation or[denaturalization]to Immigration and Naturalization Service (INS). If in doubt, disseminate.

c. Employees of or persons having regular access to key facilities or employees of plants having contracts with military services
See instructions in this section concerning individuals employed in or having access to key facilities.

d. Employees of public utilities (including state and municipal facilities) which are not on key facilities list or otherwise in item c, above, and facilities which are or may become engaged in manufacture of materials vital to national defense
Disseminate locally to Army and other intelligence services if their interest is apparent.

e. Individuals on inactive duty who are members of or hold commissions in reserve branches or National Guard
Disseminate locally to appropriate military intelligence service.

f. Seamen and subjects employed in maritime industry, including longshoremen and water-front employees
Disseminate locally to Coast Guard and, when circumstances dictate, to other interested intelligence agencies, including NISO.

g. Employees of Federal Government within purview of Executive Order 10450
No dissemination of reports in security of Government employees cases may be made in field. If, however, subject is employed in key facility, furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.

h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services
Disseminate locally to intelligence service of military branch involved.

i. Airmen issued certificates by Federal Aviation Administration (FAA)
FAA issues certificates to airmen, defined as persons in command or acting as[pilot,]mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish to Bureau subversive data concerning such persons by report or LHM. In cover communication, recommend such data be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

NW 88321 DocId:32989529 Page 1983

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1984

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1985

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1986

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1987

TABLE OF CONTENTS

NW 88321 DocId:32989529 Page 1988

A. STATUTES

There are four principal statutes to consider in security investigations: Public Law 733 as implemented by Executive Order (EO) 10450, Smith Act of 1940, Internal Security Act of 1950 (ISA-50), and Communist Control Act of 1954. On occasion, other statutes may be applicable, such as seditious conspiracy, treason, fraud against Government, and Registration Act.

1. Public Law 733 as implemented by EO 10450

President, by Executive Order 10450, dated 4-27-53, established government-wide employee security program, based on authority and approach set forth by Congress in Public Law 733, enacted on 8-26-50.

Section 8(a) of EO 10450 provides that investigations conducted pursuant to this order shall be designed to develop information as to whether employment or retention in employment in Federal service of person being investigated is clearly consistent with interests of national security. Such information relates, among other things, to following:

> "Membership in, or affiliation or sympathetic association with, any foreign or domestic organization, association, movement, group, or combination of persons which is totalitarian, Fascist, communist, or subversive, or which has adopted, or shows, a policy of advocating or approving the commission of acts of force or violence to deny other persons their rights under the Constitution of the United States, or which seeks to alter the form of government of the United States by unconstitutional means."

Attorney General's part of employee security program consists of making full field investigations through FBI; maintaining list of totalitarian, fascist, communist, or subversive organizations; and giving agencies advice in establishing and maintaining their security programs.

2. Smith Act of 1940 (Title 18, USC, § 2385). Advocating overthrow of Government

Smith Act prohibits knowingly advocating or teaching overthrow of Government by force or violence; publishing or circulating written or printed material with intent to cause such overthrow; attempting to organize group of persons who teach, advocate, or encourage such overthrow; and conspiring to commit these offenses. Penalty for conviction carries fine of not more than $20,000 and/or imprisonment for not more than 20 years and shall be inelegible for employment by U. S. or any department or agency thereof for five years next following his conviction. Decisions by Supreme Court on 6-7-57 and 6-5-61 established new evidentiary standards, such as proof of incitement to action, which must be met by Government in future prosecutions under this act.

3. Internal Security Act of 1950 (Title 50, USC, §§ 781-816)

Internal Security Act of 1950 (ISA-50) became effective 9-23-50. It generally provides for registration of communist-action and communist front organizations; amends obstruction of justice statute; implements espionage and sabotage statutes and various immigration and naturalization regulations; prohibits contributing to establishment of totalitarian dictatorship; and provides for detention of individuals in case of national emergency. Act was amended 1-2-68 to delete requirement that communist organizations and their members register with Attorney General, a procedure ruled unconstitutional by Supreme Court because it violated constitutional rights against self-incrimination. This manual section is limited to ISA-50 provisions pertaining to communist-action organizations, communist front organizations, contributing to establishment of totalitarian dictatorship, and detention of individuals in case of emergency.

NW 88321 DocId:32989529 Page 1989

a. Communist-action organizations

(1) Definition (§ 782)

Term "communist-action organization" means any organization in U. S. (other than diplomatic representative or mission of foreign government accredited by Department of State) which is substantially directed, dominated, or controlled by foreign government or foreign organization controlling world communist movement (referred to in section 781) and which operates primarily to advance objectives of world communist movement.

(2) Factors to be considered by Subversive Activities Control Board (SACB) in determining whether organization is communist-action organization (§ 792)

SACB considers relationship of organization under review to foreign organization or foreign government described in above definition in regard to policies, activities, accountability, training received, financial support, concealment of foreign direction, and allegiance of its principal leaders to such foreign government or foreign organization.

b. Communist front organizations

(1) Definition (§ 782)

Term "communist front organization" means any organization in U. S. (other than communist-action organization) which (a) is substantially directed, dominated, or controlled by communist-action organization or (b) is substantially directed, dominated, or controlled by one or more members of communist-action organization, and (c) is primarily operated for purpose of giving aid and support to communist-action organization, communist foreign government, or world communist movement.

(2) Factors to be considered by SACB in determining whether organization is communist front organization (§ 792)

SACB considers extent to which organization is managed and financed by any communist-action organization, communist foreign government, or world communist movement. SACB also considers extent to which organization's policies are similar to and extent it promotes objectives of any communist-action organization, communist foreign government, or world communist movement.

c. How proceedings are instituted (§ 792)

When Attorney General has reason to believe any organization is communist-action or communist front organization, he files petition with SACB (and serves upon organization copy thereof) for determination that such is true by hearing before SACB.

d. Findings of Board and publication of same (§ 792)

If, after hearing, SACB finds (1) that organization is communist-action or communist front organization, it makes report in writing of its findings and causes to be served on such organization an order determining organization to be communist-action or communist front organization.

Findings of SACB are published in Federal Register and this publication is notice to all persons that such orders have become final; records of SACB concerning such hearings shall be available to public.

e. Employment of members; contributions of funds, services, or advice by Government personnel (§ 784)

When there is in effect final order of SACB determining any organization to be communist-action or communist front organization, it shall be unlawful

NW 88321 DocId:32989529 Page 1990

(1) For any member of such organization with knowledge or notice of such final order: (a) to conceal or fail to disclose that he is a member of such organization in seeking, accepting, or holding any nonelective office or employment under U. S.; (b) to hold any nonelective office or employment under U. S.; (c) to conceal or fail to disclose that he is member of such organization in seeking, accepting, or holding employment in any defense facility; or (d) to hold office or employment with any labor organization, as defined in section 2 (5) of National Labor Relations Act, as amended, or to represent any employer in any matter or proceeding arising or pending under that act.

(2) For any officer or employee of U. S. or of any defense facility, with knowledge or notice of such final order of SACB: (a) to contribute funds or services to such organization; or (b) to advise, counsel, or urge any person, with knowledge or notice that such person is member of such organization, to perform or omit to perform, any act if such act or omission would constitute violation of any provision of paragraph (1) above.

f. Use of mail and instrumentalities of interstate or foreign commerce (§ 789)
Act requires any person acting for or on behalf of any organization for which there is in effect final order of SACB determining it to be communist-action or communist front organization to label properly all publications transmitted through mail or by any means or instrumentality of interstate or foreign commerce.

g. Emergency detention provisions (§§ 811-826)
Detention provisions include establishment of program for arrests of certain individuals, hearings after arrests, and right to judicial review in event of "internal security emergency." Criminal provisions make it unlawful in connection with detention provisions to resist arrest, knowingly disregard or evade apprehension, escape from confinement, or conspire with others to escape from confinement or detention. Violations also cover aiding or assisting in commission of violations mentioned above and willful interference with activities of any members or agent of review board set up under detention provisions.

h. Contributing to establishment of totalitarian dictatorship (§ 783)
ISA-50 provides that it shall be unlawful for any person knowingly to combine, conspire, or agree with any other person to perform any act which would substantially contribute to establishment within U. S. of a totalitarian dictatorship, direction and control of which is to be vested in, or exercised by, or under domination or control of any foreign government, foreign organization, or foreign individual. Maximum penalty is $10,000 or 10 years, ot both, and thereafter be inelegible to hold any office or place of honor, profit, or trust created by Constitution or laws of U. S. Statute of limitations is 10 years, except statute will not run on officer or employee of U. S. until after his employment has ceased.

4. Communist Control Act of 1954
Act is divided into three measures: (a) termination of rights, privileges, and immunities formerly enjoyed by CPUSA and subsidiary organizations: (b) determination of membership in CPUSA and other subversive organizations; and (c) amendment of ISA-50, bringing within its purview communist-infiltrated organizations. This manual section is limited to provisions pertaining to communist-infiltrated organizations (Title 50, USC, § 782).

a. Definition of communist-infiltrated organization
Term "communist-infiltrated organization" means any organization in U. S. (other than communist-action or communist front organization) which (1) is substantially directed, dominated, or controlled by individual or individuals who are, or who within three years have been, actively engaged in giving aid or support to communist-action organization, communist foreign government, or world communist movement, and (2) is serving, or within last three years has served, as means for (a) giving aid or support to any such organization, government, or

NW 88321 DocId:32989529 Page 1991

movement, or (b) impairment of military strength of U. S. or its industrial capacity to furnish logistical support required by its armed forces. Provided, however, that any labor organization which is affiliate in good standing of national federation or other labor organizations whose policies and activities have been directed to opposing communist organizations, communist foreign government, or world communist movement shall be presumed prima facie not to be communist-infiltrated organization.

b. Proceedings when Attorney General has reason to believe organization is communist infiltrated
He may file petition with SACB and serve copy on communist-infiltrated organization. He may join more than one organization as respondents to his petition. Hearings will then be conducted by SACB on evidence presented by Attorney General. SACB is empowered to make finding that organization is or is not communist-infiltrated, and within six months after an unfavorable determination organization may petition for a new determination.

SACB is also authorized to notify National Labor Relations Board (NLRB) of its findings and to publish findings in Federal Register. NLRB has power to deny organizations found to be communist infiltrated representation before it, and upon petition of twenty per cent of membership of communist-infiltrated labor union to NLRB, that body may nullify rights of union to represent its members and call for election to determine new bargaining representative.

c. Factors to be considered by SACB in determining whether organization is communist infiltrated (§ 792a)
SACB shall consider following:
(1) To what extent, if any, effective management of affairs of organization is conducted by one or more individuals who are, or within three years have been, (a) members, agents, or representatives of any communist organization, any communist foreign government, or the world communist movement with knowledge of nature and purpose thereof; or (b) engaged in giving aid or support to any such organization, government, or movement with knowledge of nature and purpose
(2) To what extent, if any, policies of such organization are, or within three years have been, formulated and carried out pursuant to direction or advice or any member, agent, or representative of any such organization, government, or movement
(3) To what extent, if any, personnel and resources of such organization are, or within three years have been, used to further or promote objectives of any such communist organization, government, or movement
(4) To what extent, if any, such organization within three years has received from, or furnished to or for use of, any such communist organization, government, or movement any funds or other material assistance
(5) To what extent, if any, such organization is, or within three years has been, affiliated in any way with any such communist organization, government, or movement
(6) To what extent, if any, affiliation of such organization, or any individual or individuals who are members thereof, or who manage its affairs, with any such communist organization, government, or movement is concealed from or is not disclosed to the membership
(7) To what extent, if any, such organization or any of its managers or members are, or within three years have been, knowingly engaged (a) in any conduct punishable under § 783 or § 794 or under chapter 37, 105, or 115 of Title 18; or (b) with intent to impair military strength of U. S. or its industrial capacity to furnish logistical or other support required by its armed forces, in any activity resulting in or contributing to any such impairment

NW 88321 DocId:32989529 Page 1992

5. Other statutes

Following statutes should also be considered in security investigations.

a. Fraud against Government (Title 18, USC, § 1001)
This section includes possible fraud against Government violations through concealments or falsifications relating to subversive information. Violation must be presented to Department instead of local USAs for prosecutive opinion. They ordinarily involve execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information. (See section 47, volume II, of this manual.)

b. Private correspondence with foreign governments (Title 18, USC, § 953)
Prohibits U. S. citizen from corresponding, without U. S. authority, with foreign government to influence conduct of that government in relation to any disputes or controversies with U. S. or to defeat measures of U. S.

c. Rebellion or insurrection (Title 18, USC, § 2383)
Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against authority of U. S. or its laws shall be fined not more than $10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under U. S.

d. Sedition (Title 18, USC, §§ 2387, 2388, and 2391)
These sections penalize attempts to undermine loyalty, discipline, or morale of U. S. armed forces. (See section 88, volume III, of this manual.)

e. Seditious conspiracy (Title 18, USC, § 2384)
If two or more persons in any state or territory, or in any place subject to jurisdiction of U. S., conspire to overthrow, put down, or to destroy by force Government of U. S., or to levy war against them, or to oppose by force authority thereof, or by force to prevent, hinder, or delay execution of any law of U. S., or by force to seize, take, or possess any property of U. S. contrary to authority thereof, they shall each be fined not more than $20,000 or imprisoned not more than twenty years, or both.

f. Recruiting for service against U. S. (Title 18, USC, § 2389)
Whoever recruits soldiers or sailors within U. S., or in any place subject to its jurisdiction, to engage in armed hostility against the same; or whoever opens within U. S., or any place subject to its jurisdiction, a recruiting station for enlistment of soldiers and sailors to serve in any manner in armed hostilities against U. S. shall be fined not more that $1,000 or imprisoned not more than five years, or both.

g. Immigration and Nationality Act of 1952, as amended by Expatriation Act of 1954
The 1952 act provides that national of U. S., whether by birth or naturalization, shall automatically lose his nationality if he is convicted of: (1) committing any act of treason against U. S., or (2) attempting to overthrow by force U. S. Government, or (3) bearing arms against U. S. Offenses committed subsequent to 12-24-52 where conviction is obtained make defendant subject to expatriation. Expatriation Act of 1954 provides for expatriation when subject is convicted for one of following offenses subsequent to 9-3-54: (1) violating or conspiring to violate Title 18, USC, § 2383 (inciting rebellion or insurrection against U. S.); or (2) willfully performing any act in violation of Title 18, USC, § 2385 (Smith Act of 1940); or (3) violating Title 18, USC, § 2384, by engaging in conspiracy to overthrow, put down, or destroy by force U. S. Government; or (4) levying war against U. S.

NW 88321 DocId:32989529 Page 1993

[B. INVESTIGATION OF COMMUNIST PARTY, USA; SOCIALIST WORKERS PARTY; OTHER MARXIST REVOLUTIONARY-TYPE ORGANIZATIONS; FRONT GROUPS; NEW LEFT AND MISCELLANEOUS ORGANIZATIONS

1. Purposes of investigation
   a. To obtain legally admissible evidence for prosecution under existing Federal statutes
   b. To obtain sufficient pertinent data to determine organization's character and permit implementation of EO 10450
   c. To obtain intelligence data in order to have day-to-day appraisal of strength, dangerousness, and activities of organization; and to keep Department and other interested Government agencies advised

   Specific objectives should include:
   a. Development of confidential informants at all levels of organization
   b. Coverage of all important ramifications of organization's activities
   c. Development of admissible evidence against organization's officials for violation of Federal laws
2. Policy
   a. General
      (1) By Presidential directive 9-6-39, and subsequent restatements, FBI is charged with responsibility for coordinating all information regarding U. S. internal security.
      (2) FBI employees should not discuss communist or related investigations with any unauthorized individuals. This subject is not to be discussed in speeches of Bureau employees without specific authorization. However, mimeographed material, including speeches, testimony, and magazine articles prepared by Director, may be furnished without discussion to individuals interested.
      (3) Investigations must be conducted in most discreet and thorough manner. Members of law enforcement agencies are not to accompany Agents during security investigations without Bureau authority.
      (4) Established sources and informants who are students or employees at institution of learning, but who are not reporting on any campus activities or any matter pertaining to educational institution, may be contacted without Bureau authority. These contacts must be made away from campus.
      (5) No photographic surveillances are to be conducted in security cases without specific Bureau authority and then only when essential to protect Bureau's interest in internal security cases by supplementing informant coverage. In request for Bureau authority for photographic surveillance, outline manner in which it will be conducted and supervised.
   b. Established subversive groups
      (1) Keep Bureau currently advised by appropriate communication, and later incorporate in reports, all pertinent activities, including any changes in principal officers, structure of organization, and forthcoming events.
      (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
      (3) Submit reports semiannually unless advised otherwise in individual cases.
   c. Newly formed known or suspected subversive organizations, including those affiliated with new left movement
      (1) When information is received concerning formation of group, immediately open case and advise Bureau.
      (2) Conduct sufficient inquiry through established sources to determine character of group.
         (a) If further investigation warranted, submit report and thereafter submit reports semiannually unless advised otherwise in individual cases.
         (b) If further investigation not warranted, furnish Bureau results of preliminary inquiry and reasons for this determination by letter. Incorporate any pertinent information in form suitable for dissemination.

NW 88321 DocId:32989529 Page 1994

d. Political organizations
(1) Obtain Bureau approval to institute investigation.
(2) Furnish all pertinent information re communist infiltration, influence, or control of organization to Bureau by letter.

e. Organizations connected with institutions of learning
(1) Conduct no investigation without prior Bureau approval.
(2) In request for Bureau approval, submit all available data and reason investigation is necessary.
(3) If Bureau authority granted, it is permissible to contact all established reliable sources, including those in administrative capacity with institution of learning.
(4) Complete justification must be submitted and Bureau authortiy obtained before conducting interview with student, graduate student, or professor connected with institution of learning.

f. Legitimate noncommunist organizations which are communist infiltrated
(1) Conduct no investigation without prior Bureau approval.
(2) Investigations should be handled most discreetly by experienced Agents.
(3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of following exists and include recommendation for instituting investigation:
(a) Communist Party, USA (CPUSA) or other communist organization has specifically instructed its members to infiltrate organization.
(b) CPUSA members or members of other communist groups have infiltrated organization in sufficient strength to influence or control organization.
(4) When advising Bureau, include following:
(a) Name and address of organization
(b) Extent of communist infiltration
(c) Identities of CPUSA members or members of other communist groups and positions held in organization
(d) List of informants who hold positions, are members, or report on organization
(e) Recommendation as to additional investigation

Above instructions apply to local chapters or affiliates, as well as national organization. Break down information required under items (c) and (d) above by local chapters where they exist.
(5) No informant or source should be instructed by FBI to join or attend meetings. If CPUSA or other communist organization asks informant to do so, he should comply.
(6) No member of organization not already established source should be contacted regarding organization. This does not preclude pretext interviews where advisable.
(7) Include in first paragraph of details of report basis for investigation and statement it is directed solely toward establishing extent of infiltration or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
(8) Develop fully and include following in report:
(a) Address of organization
(b) Brief characterization of organization, including total membership
(c) Principal officers of organization
(d) Pertinent information showing communist objective is to infiltrate organization and influence its policy. Results of infiltration efforts, including communist affiliations of officers and members.
(9) Caption of all correspondence should contain "Communist Infiltration" preceding name of organization.
(10) If organization becomes completely dominated and controlled by CPUSA or other communist group, submit recommendation to Bureau to drop "Communist Infiltration" from title and investigate as communist front.

NW 88321 DocId:32989529 Page 1995

3. Investigative procedures re subversive organizations, new left groups, suspected subversive organizations, and communist fronts
Develop fully and report on following topics, where applicable:
   a. Origin and scope
      Date of formation. Circumstances under which founded. Identify individual or individuals responsible for organizing group. Identify all chapters and give their locations.
   b. Whether incorporated
      Determine if organization has filed incorporation papers with appropriate state officials.
   c. Aims and purposes
      Determine whether organization advocates violence, resistance, and unlawful activity.
   d. Location of headquarters
   e. Officers
      List principal officers, including board of directors, and give appropriate characterization of each showing subversive affiliation.
   f. Membership
      (1) General
         Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records showing affiliation with organization. Secure accurate description of all lists to eliminate confusion as to exact identity or significance of any list.
      (2) CPUSA
         Details of semiannual reports are not to contain membership statistics. Following instructions are for cover pages.
         (a) Cover pages must contain latest statistics on total CPUSA members in district. Set forth on separate page or pages. Offices covering district headquarters should submit following figures: for entire district, for individual states, or portion of state covered by district. Auxiliary offices which have been authorized to submit this data by letter should include membership figures in such letters and submit them to Bureau and office of origin on April 1 and October 1. Office of origin responsible to obtain complete figures from auxiliary offices.
         (b) Each office must show for its territory following: number of Negroes in CPUSA, name and title of each Negro who has national level position or who has district level position above that of club chairman. When possible, membership totals should be broken down as to nationality, sex, employment, veteran status, and membership in unions.
         (c) Include evaluation of reliability of figures furnished by each source and of final figures. Use of only one source is not acceptable unless facts demonstrate such information is most reliable available. Also include totals of positively identified CPUSA members and tentatively identified members within six-month period preceding report.
         (d) Explain in detail any increase or decrease in membership. Include results of membership recruiting drives. Endeavor to ascertain results of national registration drives.
         (e) Include whether all persons identified as CPUSA members in report who reside within area covered by reporting office are listed in security index, or are informants or sources. List any exception by name and show status of investigation and whether name has been furnished to Bureau for indexing.
   g. Official organ, if any, and other literature
      (1) May be obtained through confidential mailbox, panel sources, and confidential informants
      (2) Appropriately identify all such literature.
      (3) Promptly furnish to Bureau at least one copy of each pertinent piece of literature.
   h. General activities

NW 88321 DocId:32989529 Page 1996

i. Finances
Special efforts must be made to locate and monitor bank accounts of organizations. Emphasis must be placed on determining if funds are being furnished organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.

j. Support given to or received from CPUSA or other communist group
Develop evidence showing support, financial or otherwise, given by organization to CPUSA or other communist group or received by organization from CPUSA or other communist group.

k. Implementation of CPUSA line or that of other communist group
Usually shown through comparison of programs and literature of organization with those of CPUSA or other communist group during any particular period.

l. Accuracy of identifications
Use extreme care to assure statements relating to affiliations or membership in subversive organizations are accurate in all respects. Show exact basis, plus corroboration wherever possible, for identification of suspected organizations or individuals with information of a possible subversive nature. Never refer to a person as a "known communist" unless he is publicly known as such.

m. Specific requirements for CPUSA investigations
Follow previously established reporting format. New York is responsible, in addition to reporting activities of New York District, for investigating and reporting separately on national committee meetings, national training schools, and other important national meetings.

n. Socialist Workers Party (SWP) and other Marxist-Leninist or Trotskyite groups
All offices submit semiannual reports and carry as pending inactive, except New York whose report on SWP activities on national basis should be designated pending. New York also submit report on local SWP activities. Indicate in cover pages whether all persons identified in report as members of SWP or as members of other Marxist-Leninist or Trotskyite groups who reside within area covered by reporting office are listed in security index, or are informants or sources. List any exception by name and show status of investigation and state whether name has been furnished Bureau for indexing.

Data concerning above topics can usually be secured through following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various public records, panel sources, confidential sources and other sources of information, interviews with past or present CPUSA members, review of field office files, pretext interviews, surveillances, Agents attending mass meetings, etc.

4. Dissemination of information to Secret Service regarding plots against President
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual. Agreement provides that FBI, in its investigations of organizations whose activities are inimical to welfare of U. S., will be alert to and promptly notify Secret Service of any information indicating plot against person of the President. It is responsibility of Secret Service to initiate necessary action to neutralize such plot.

a. Be alert during investigation of organization for information indicating plot against person of President. Upon receipt, immediately furnish complete details to nearest office of Secret Service and appropriate local law enforcement agencies and advise Bureau by teletype, or telephone if facts warrant, of information furnished and fact it has been so disseminated. Attempt immediately to verify information, but do not attempt evaluation of information.

NW 88321 DocId:32989529 Page 1997

b. Promptly prepare LHM, including complete details disseminated and identities of Secret Service officer and local law enforcement officers to whom given and date and time of notification. Promptly disseminate LHM locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to Bureau for dissemination at SOG. Disseminate copies of all LHMs and reports concerning organization locally to Secret Service on continuing basis and furnish extra copies of such communications to Bureau for dissemination at SOG.

c. Determine identities of members of organization involved in plot. Background information concerning such individuals should be fully developed and included in communications disseminated to Secret Service.

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York

a. Submit quarterly reports, to reach Bureau by February 1, May 1, August 1, and November 1 on full extent of communist influence in racial matters. Include information on communist infiltration of Negro organizations and subversive individuals active in racial movement. Include this information even if it duplicates information in other reports. Offices with no information to report advise Bureau by letter.

b. Use three-part outline in report: (1) Communist Strategy, (2) Communist Tactics, and (3) Communist Penetration and Influence in Racial Organizations. Under strategy, include plans and line of CPUSA and other communist groups, such as SWP and Progressive Labor Party. Under tactics, describe communist direction, influence, and participation in demonstrations, disturbances, and other events with racial overtones. List events in chronological order with appropriate subheadings. In part three, report influence of subversives in racial organizations.

6. Title and character.
Communications covering organizations should carry name of organization and character "Internal Security" followed by principal organizational affiliation; e.g.,

Communist Party, USA
Internal Security - C

Socialist Workers Party
Internal Security - SWP

Where appropriate, include identity of particular district or field division; e.g.,

Communist Party, USA
____________ District
____________ Division
Internal Security - C

7. Classification - 100

NW 88321 DocId:32989529 Page 1998

[C. INVESTIGATION OF COMMUNIST INFILTRATION OF LABOR UNIONS

1. Purpose of investigation
   a. To obtain complete picture of control communists have over vital industry in U. S.
   b. To develop data concerning extent of communist control over important trade unions
   c. To develop evidence necessary to establish under provisions of Communist Control Act of 1954 that a labor union is communist infiltrated at time Attorney General files petition
   d. To determine identity of each important communist in labor movement
2. Policy
   a. Prior Bureau authority required to conduct active investigation. Bureau will advise field of unions being considered under Communist Control Act of 1954. Give continuous, thorough, and expeditious attention because of limited period (three years) pertinent evidence is admissible under statutory limits in act.
   b. Ascertain availability and willingness to testify of all possible witnesses for benefit of Department in considering cases for presentation to Subversive Activities Control Board. Current informants and confidential sources should be described as currently furnishing information to FBI and not as unavailable. Department must be furnished brief statement on background and any known factors affecting credibility of all other witnesses, including discontinued informants. Investigative techniques not available for use in court may be described as unavailable.
   c. Investigation is limited to activities of individuals acting in furtherance or apparent furtherance of communist program. Goal is complete picture of extent of communist infiltration and domination.
   d. Labor union as such is not subject of investigation. Title of all communications must clearly show communist infiltration is subject of investigation. FBI is not interested in employer-employee relationships or legitimate union activities.
   e. Prior Bureau authority required to conduct interview with any officer or official of labor union during investigation of communist infiltration unless officer or official is established reliable source or confidential informant.
   f. Prepare brief history of union, including origin, constitution, bylaws, and organizational structure. Office of origin is responsible for coverage of officers and personnel of national or international office. Auxiliary offices responsible for coverage of international representatives, organizers, and regional, district, council, and local officers active within their territories.
3. Title

   Title of all communications should clearly show that communist infiltration of union involved is subject of investigation, not the union itself; e.g.,

   "Communist Infiltration of United Electrical Workers of America"
4. Classification - 100
5. Character - Internal Security - C

NW 88321 DocId:32989529 Page 1999

[D. INVESTIGATIONS OF INDIVIDUALS - POLICY AND OBJECTIVES

1. Definitions

Following organizations are "basic revolutionary organizations."

a. Communist Party, USA
b. Socialist Workers Party
c. Progressive Labor Party
d. Proletarian Party of America
e. Nationalist Party of Puerto Rico
f. Johnson-Forest Group

Black nationalist extremists and members of Puerto Rican nationalist groups and Puerto Rican subversive proindependence groups, although technically not members of basic revolutionary organizations, should be investigated under same rules. (See section 122, volume IV, of this manual.)

2. FBI responsibility

To conduct thorough investigations into background and activities of all persons in U. S. and Puerto Rico who are dangerous or potentially dangerous to internal security. Each SAC is responsible for investigation of persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

3. Purposes of investigation

a. Determination of dangerousness

To determine identity, whereabouts, and activities of all individuals in U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more revolutionary groups or related groups, are dangerous or potentially dangerous to internal security; collection of sufficient information concerning their subversive activities to justify apprehension in national emergency.

b. Determination of violations of Federal statutes

To determine identity, whereabouts, and activities of all individuals who have been or may be violating laws of U. S.

(1) Direct investigation to obtain admissible evidence to establish violation.

(2) Be alert for violation of Federal statutes relating to espionage, sabotage, and sedition.

4. Individuals to be investigated

Exercise sound judgment and discretion in evaluating importance and dangerousness of individuals or affiliates. Investigate activities of any individual falling within one or more of following categories who does not come within restrictions on investigations listed under 87D, item 5, below:

a. Membership in basic revolutionary organizations subsequent to 1-1-49

b. Espousing line of revolutionary movements

Espousal encompasses wide variety and range of activities. Actual membership in basic revolutionary organization is not prerequisite. Espousal may be expressed by membership or active participation in subversive front groups. Open investigation in every instance in which subject is actively engaged in affairs of subversive front organization in leadership capacity or by active participation in furtherance of aims and purposes of front organizations. Do not open on mere membership in front organization unless there is past membership at any time in basic revolutionary organization or other subversive derogatory information.

c. Special training

(1) Training in subversive movement abroad

(2) Leadership training in basic revolutionary organization

d. Military service

(1) Service in Abraham Lincoln Brigade; membership in basic revolutionary organization not prerequisite

(2) Service in military forces of any country, including U. S. armed forces, whenever individual has ever been member of basic revolutionary organization

NW 88321 DocId:32989529 Page 2000

e. Employment in key facilities
Individual employed in or having access to key facility who is alleged to have been at any time member of any basic revolutionary organization

f. Other individuals with revolutionary beliefs
Individuals who, because of anarchist or revolutionary beliefs, are likely to seize upon national emergency to endanger public safety and welfare. Membership or affiliation in basic revolutionary or front groups not prerequisite.

Falling within above category are leaders of Nation of Islam (NOI). Conduct security investigation of all individuals reported to be functionaries or leaders of NOI or active participants carrying out aims of organization. Investigation should not be initiated based on mere membership. During investigation be alert for violation of Selective Service Act.

Above standards are not all-inclusive. Resolve doubts in interest of security and conduct investigation. Cases should be investigated so as to permit determination for possible inclusion in security index.

Complaints from anonymous sources alleging subversive activities should be considered as basis for investigation.

Security cases must be evaluated continually to determine if we are fulfilling responsibilities in internal security field and those cases not warranting further investigation should be closed promptly.

5. Restrictions upon investigations of individuals
Do not institute investigations because of membership in organizations which do not advocate use of force to bring about changes in existing Government; e.g., Socialist Party, Independent Workers of the World, and Independence Party of Puerto Rico.

a. Investigations of and interviews with individuals connected with institutions of learning

(1) Prior Bureau authority required to institute investigation of faculty members.

Bureau authority not needed for student or nonacademic employee provided no unusual circumstances exist which would require advice from Bureau prior to investigation and there is sound basis for investigation. In requests for Bureau authority, identify subject, his position, and basis for investigation.

(2) Contacts during investigation

(a) After Bureau authority granted, it is permissible to contact:

I. Established sources functioning in an administrative capacity, such as registrar, director of admissions, dean of men, dean of women, and security officers and their subordinates. Contacts may be made on campus. Other established sources and informants must be contacted away from campus.

II. All individuals not connected with institutions of learning who, consistent with discretion, would be contacted in security case, such as neighbors and past employers.

(b) No contacts are to be made with students, graduate students, and professors (other than sources outlined above) at educational institutions without prior Bureau authority. When requesting authority, give full justification, individual's name, position, and statement concerning his discretion and reliability.

(c) Superiors of faculty members should not be contacted.

(3) Receiving voluntary information
These instructions must not deter immediate interview of any person connected with institution of learning who desires to furnish information to FBI or be contacted by an Agent.

NW 88321 DocId:32989529 Page 2001

b. Subjects not connected with institution of learning
When subject of investigation is not connected with an institution of learning and interview of student, faculty member, or other employee of institution of learning is desired, prior Bureau authority must be obtained except for established sources. When requesting authority, furnish name, position, and a positive statement concerning person's discretion and reliability.

c. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishment, employees of United Nations or international organizations, and members of armed forces
If subject of investigation is or becomes employee of U. S. Government, foreign official establishment, United Nations, or other international organization, has foreign diplomatic or official status, or is member of U. S. armed forces, advise Bureau and request authority for further investigation.

6. Fraud against Government (FAG) violations

a. Policy

(1) Upon receipt of information indicating violation of this type, initiate investigation under "Security Matter - Fraud Against the Government" character and immediately advise Bureau.

(2) Investigate and report criminal fraud violation (such as concealment of arrests) arising during security-type fraud investigation on same subject in conjunction with investigation of security-type fraud. Bureau will present both violations to Department. If security-type fraud investigation is discontinued, handle criminal fraud separately following instructions in section section 47, volume II, of this manual.

(3) If admissible evidence developed does not warrant submission of prosecutive summary report, submit results in investigative report.

b. Investigation

(1) To establish jurisdiction, it is necessary to prove that form was presented to Government agency for action or determination, and this should be first investigative objective. If form was not presented to Government agency, conduct no further investigation and so advise Bureau.

(2) It must be established that subject actually signed form by testimony of witnesses to signature, handwriting examination, or other conclusive evidence. Original of form must be located. Thoroughly interview any sources who furnished pertinent information concerning subject during any previous investigation and other potential witnesses to determine basis for each item of pertinent information furnished and identities of other potential witnesses.

(3) Where affiliation with subversive organizations is involved, interview individuals who were members of same units as subject for evidence of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview subject.

(4) Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. Exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions below concerning interviews with subjects of security investigations when interviewing potential witnesses with subversive backgrounds.

c. Legal questions
If question of law arises as to existence of violation, advise Bureau and hold investigation in abeyance for Department's opinion. Department has no fixed policy as to prosecution in these cases and desires to consider each case. Submit basic facts concerning execution and filing of document and subversive activity denied in report for presentation to Department, even though basis for concealment or fradu lent statement does not appear to be material.

NW 88321 DocId:32989529 Page 2002

d. Cases referred by military
Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations are involved. If subversive information does not warrant full security investigation but does indicate possible fraud violation, advise interested agency that FBI's investigation will be directed toward proving possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with FBI investigation. Advise agency pertinent information developed will be furnished and request agency to do likewise. Immediately initiate security matter - fraud against the Government investigation. If subversive information warrants full security investigation and also indicates fraud violation, advise interested agency that Bureau is initiating full security investigation in conjunction with investigation of possible violation of law and results will be furnished. Conduct expedite investigation to determine subject's dangerousness and whether a fraud violation is involved.

7. Submission of subversive derogatory information on individuals
   a. Offices covering national or local headquarters of various subversive groups should promptly furnish Bureau names and identifying data regarding persons affiliated with such groups, to include basic revolutionary organizations, fascist-type organizations, black extremist organizations, and front groups of these. Furnish Bureau such information by letter and, where appropriate, indicate that list of names is being furnished for Bureau indexing purposes.
   b. Information from all sources should be reviewed to insure Bureau has been furnished lists of all individuals affiliated with organizations enumerated in item a. Include information concerning a number of individuals in one letter if possible. Set out sufficient identifying data to facilitate check of Bureau files.
   c. Offices obtaining information regarding subversive affiliation of individuals residing outside their territories should promptly advise offices covering such persons' addresses.
   d. Names of subscribers to Communist Party nominating petitions and names appearing on subscription lists of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to Bureau for indexing.
   e. Important subversive information concerning any individual and any new subversive information concerning an individual of importance should be furnished Bureau expeditiously.
   f. Subversive and/or derogatory information coming to attention of field office through name check or otherwise on employee of executive branch of Government, which information is within purview of EO 10450, should be forwarded promptly to Bureau for dissemination to Civil Service Commission. Such information relating to other employees of Government or employees of United Nations and other public international organizations should be furnished Bureau immediately.

NW 88321 DocId:32989529 Page 2003

E. INVESTIGATION OF INDIVIDUALS - INVESTIGATIVE PROCEDURES AND TECHNIQUES

1. General

All pertinent information concerning subject's background and subversive activity must be fully developed and reported to assure accurate evaluation of his dangerousness. Use discretion to prevent subjects from becoming unnecessarily aware of investigation.

Members of law enforcement agencies are not to accompany Agents in security investigations without prior Bureau authority.

2. Scope of investigations

Following should be obtained:

a. Background
   (1) True name and aliases
   (2) Residence address
   (3) Occupation or business and employment address
   (4) Citizenship status, including date and place of birth and pertinent data concerning naturalization of aliens
   (5) Family background
   If possible, ascertain from sources contacted and report date and place of birth of subject's parents and spouse and parents of spouse. Do not conduct investigation solely for this information.
   (6) Military record
   Determine if subject has served in U. S. armed forces; time, place, and circumstances of such service; type of discharge received; and any membership in veterans' organizations. If subject served in armed forces of any foreign government, determine pertinent facts.
   (7) Close relatives
   Determine whether subject has any close relatives in U. S. armed forces or in other positions of trust and confidence, whether public or private, relating to national defense.
   (8) Identification record
      (a) Be alert for identification record showing arrests and/or civil data. Check local police records.
      (b) When subject is approved for security index, submit FD-165 to check records of Identification Division and to post flash notice if fingerprints on file. FD-165 will be returned if positive identification cannot be made with fingerprints on file. Office of origin is responsible for resolving identification when record has been furnished by Identification Division as possibly identical. If positive identification cannot be made, it is not necessary to communicate further with Identification Division.
      (c) When office of origin is changed for security index or reserve index A subject after flash notice has been placed, form FD-128 (changing origin) should so indicate. Send extra copy of FD-128 to Identification Division so its records will show new office of origin.
      (d) Cancel security flash notice when subject dies or is no longer of security interest.
   (9) Physical description
      (a) Obtain and report detailed physical description.
      (b) Each subject should be personally observed whenever complete security investigation is conducted. Such direct observation is mandatory for all security index subjects; however, do not delay submission of form FD-122 (recommending subject for security index) when it has not been possible to observe subject. Keep case open until personal observation accomplished. When subject is outside U. S. or Puerto Rico, this requirement may be followed administratively until subject is personally observed upon his return to this country.

NW 88321 DocId:32989529 Page 2004

(10) Photograph
Make reasonable efforts during investigation to obtain photograph of subject. Maintain cases on security index subjects in pending status until suitable photograph is obtained unless circumstances dictate otherwise, in which case advise Bureau. Once photograph has been obtained, be alert for more recent photographs. Forward copy of photographs of security index subjects to Bureau for dissemination to Secret Service.

(11) Handwriting specimens
If readily available, obtain handwriting specimens for possible future use and maintain in subject's file. Case is not to be kept pending merely to obtain such specimens.

(12) Labor union membership
If subject is member of basic revolutionary group, ascertain his trade-union affiliation and what, if any, position he holds in labor organization.

b. Subversive activity

(1) Membership or affiliation
Obtain admissible evidence that subject is member of, or affiliated with, one of basic revolutionary and/or front organizations. Some more common types of evidence are:

(a) Oral or written statements or admissions of subject made publicly or privately
(b) Statements of informants and others in position to know and can testify to facts
(c) Official letterheads, documents, and membership and dues records identifying subjects with such organizations
(d) Selective service records in which subject admits membership
(e) Attendance at closed meetings and conventions of such organizations
(f) Letters to publications, public officials, or others signed by subject and admitting membership in or adherence to principles of such organization
(g) Recruitment or attempt to recruit members for such organization
(h) Solicitations or contributions of funds for such organization
(i) Seeking public office as candidate for such organization

Communist Control Act of 1954 sets out list of 14 criteria to be considered in determining membership, including acceptance of organization discipline.

(2) Knowledge of aims and purposes
Obtain admissible evidence that subject knows aims and purposes of subversive organization to overthrow Government by force and violence. Mere proof of membership or affiliation is not sufficient to prove knowledge. Proof that subject has knowledge includes:

(a) Direct admissible evidence, such as oral or written statements made by subject, or by responsible officials of subversive organization in subject's presence
(b) Length of time in subversive organization
(c) Official positions held in organization, especially in educational, propaganda, or policy-making capacities
(d) Charter membership in organization, participation in original establishment of organization
(e) Extensive and long-continued participation in various organizational activities
(f) Attendance or teaching at organization schools or classes, especially leadership classes
(g) Preparation or distribution of party propaganda
(h) Recruiting and fund-raising activities
(i) Possession of Marxist or revolutionary literature or urging others to read literature of revolutionary character

NW 88321 DocId:32989529 Page 2005

While none of the above may be of sufficient value alone, a combination may constitute convincing proof. Revolutionary purposes of subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such statements should be fully reported. Develop and report all revolutionary statements and circumstances under which made.

(3) Position and importance

(a) Information showing importance of individual to subversive organization or movement should be fully developed and reported. Member or affiliate may be dangerous or important because of his position, influence, or activities inside or outside organization, or both.

(b) Concealment of membership and underground activity Member or affiliate may be highly dangerous although he takes no part in overt activities of organization. Subject may have assignment in underground and is not to contact or associate openly with others in subversive movement. By virtue of this assignment in secret operations, such individuals must be considered most dangerous. Be continually alert that individual may be serving in underground capacity. All logical investigative techniques should be used to develop fully individual's activities in underground; identities of other individuals engaged in underground operations; and method of operation, extent, and purposes of underground.

Coverage must be sufficient to insure underground activities of subversive movement are known. Identities of individuals who are directing underground operations; location of hiding places of fugitives and underground leaders; and locations of secret printing presses, mimeograph machines, and large stationery supplies must be known at all times.

c. Missing security subjects

(1) Location of all dangerous subversives must be known at all times. Each subject remaining out of control at time of national emergency represents threat to national security.

(2) When subject of pending investigation fits standards for security index and his location is not known, recommend for unavailable section of security index.

(3) When information is received that security index subject has changed his residence and/or employment, case must be opened and assigned for active investigation to locate subject.

(4) If subject has deliberately absented himself to avoid detection by us, has gone into hiding, or is working clandestinely in underground capacity, he can be classified as missing subject and should be included in unavailable section of security index. When FD-122 is submitted to Bureau placing missing subject in unavailable section, also send cover letter advising of investigative steps already taken to locate him.

(5) Investigations to locate missing security index subjects must be given preferential and continuous attention. Investigation must be handled as thoroughly and promptly as fugitive investigation.

(a) Advise Bureau each 45 days by letter of steps taken to locate missing security index subject. Do not submit reports which merely set forth negative results of investigation to locate subject.

(b) If subject may have gone to Mexico or Canada, request Bureau to alert appropriate Government agencies to this possibility and to seek verifying information through liaison channels. If subject is reported to have gone to any other foreign country, request Washington Field Office (WFO) to check records of Passport Office of State Department for verification.

NW 88321 DocId:32989529 Page 2006

(c) When all logical leads have been exhausted in case of missing important functionary, consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.

d. Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)

Set forth below are steps to be taken when information is received that subject in one of following categories intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in agitator index or priorities I and II of security index, past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.

(1) Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.

(2) Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.

(3) Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.

(4) Subsequent report in individual case should contain details regarding subject's travel. In nonsecurity index cases where LHMs are submitted, communication transmitting data regarding travel should indicate whether investigation is being initiated and, if not, why.

(5) Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of categories described in first paragraph under item d above.

(a) Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

(b) Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item d above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

NW 88321 DocId:32989529 Page 2007

(6) Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.

3. File reviews
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.

4. Security informants
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.

5. Physical surveillances
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
   a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
   b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
   c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.

6. Photographic surveillances
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.

7. Public sources
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.

8. Records of private firms
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.

9. Channelizing of information to case files
Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.

10. Preservation of evidence
Bear in mind necessity of obtaining admissible evidence.
   a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.
   b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.
   c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.
   d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

NW 88321 DocId:32989529 Page 2008

[11. Interviews with subjects of security investigations

a. Policy

No security investigation of an individual is to be closed unless subject is included in security index or consideration given to interview. Bureau will not authorize cancellation of security index card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.

b. Purpose

(1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines

(2) To develop information concerning activities of subject and his associates in subversive movement

(3) To develop informants

c. SAC authority

Without Bureau authority SAC may:

(1) Authorize interviews with individuals who have not been subjects of security investigations and available information does not warrant opening case

(2) Authorize interviews of subjects of security cases who have previously been interviewed with Bureau authority, provided no change has taken place in subject's status and interviews are conducted under same conditions as previously authorized

(3) Authorize interviews of subjects of closed security cases including persons who were on security index but were removed

(4) Authorize interviews of rank-and-file black extremists except as noted in section 122, volume IV, of this manual.

d. Procedures for interviews under SAC authority

(1) If there is closed file, reopen it. If none, open case in 134 category to resolve whether subject is identical with information in files and determine his current employment and residence.

(2) Case Agent will prepare memorandum requesting SAC authority to conduct interview of subject to determine his attitude towards cooperation with FBI.

(3) During first contact Agent should identify himself, outline Bureau's responsibilities in security field, and request subject's assistance. If individual has been member of basic revolutionary organization and appears cooperative, he may be questioned about his own activities. However, this interview is for sole purpose of determining whether subject might be cooperative.

(4) If cooperative, advise Bureau and conduct background investigation under section 107, volume IV, of this manual. If uncooperative, prepare brief memorandum for file and close case. Letter to Bureau not necessary.

e. Prior Bureau authority

Prior Bureau authority required for:

(1) Subjects of active current investigation where no prior Bureau authority has been obtained

(2) Closed cases on current security index subjects where no prior interview has been conducted

(3) Subjects of investigations requested by Bureau, both open and closed, such as applicant and loyalty cases

(4) Individuals when circumstances indicate delicate situation and greater than usual risk involved, such as labor leaders and individuals in educational, mass media, religious, or publishing fields. Bureau authority needed even though there were prior interviews.

(5) Security subjects who have publicly disclosed previous contacts

(6) Subjects of section A reserve index cards

In above cases, no report need be submitted when requesting Bureau authority to interview subject.

NW 88321 DocId:32989529 Page 2009

f. Letter requesting Bureau authority for interview
   (1) In absence of special circumstances, include following statement in first paragraph of letter.
      (a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.
      (b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.
      (c) If available, letter must contain following information:
         I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health
         II. Marital status. If married, occupation, employment, and race of spouse.
         III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.
         IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.
         V. Membership or affiliation of any other close relatives in subversive groups
         VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse
         VII. What is expected to be gained by interview
      (d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.
   (2) Letters must be personally approved by SAC.
   (3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.
   (4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

g. Preparation for and conduct of interview
   (1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.
   (2) Interviews should be conducted by two Agents. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by both Agents; one Agent may observe from secure distance. (Two Agents should be physically present during interview or contact with known or suspected Nation of Islam members in all cases.) Background of subject and circumstances will determine how approach should be handled.

NW 88321 DocId:32989529 Page 2010

(3) Interviews of active communists should be conducted at secure place other than subject's residence or place of employment. If reasonable effort has been made for such approach and it is not practical, set forth circumstances and request Bureau authority to make contact at home or place of business explaining any need to contact employer. Letter should contain statement that, if subject appears cooperative, arrangements will be made for another interview at secure place away from residence or employment, if necessary, to determine fully degree of cooperation.

(4) If subject cooperative upon initial contact, further contact may be had without Bureau authority. No limitation on number of recontacts, but use good judgment. If interview authorized by Bureau, advise Bureau of results of contact and plans for recontacts. Obtain specific authority to make recontact where circumstances indicate delicate situation and greater than usual risks involved, such as labor leaders and individuals employed in educational, mass media, religious, and publishing fields.

(5) Terminate interview with active subversive if third person arrives during interview. Furnish Bureau details and obtain Bureau authority prior to reinterview.

(6) Terminate interview immediately if subject is hostile or uncooperative.

(7) Inform subjects connected with labor unions that Bureau is not interested in employee-employer relations and is concerned only with infiltration of labor unions by subversive elements. Furnish no information and make no statements to embarrass Bureau. Questions should require admission or denial by subject of all pertinent items of subversive information unless to do so would expose investigative techniques or security informants. Cordial and friendly attitude alone is not evidence of cooperation insofar as potential dangerousness is concerned when subject fails to admit or verify subversive information obtained through previous investigation.

(8) If cooperative, inform subject we want to interview him in detail and arrange interviews over extended period if necessary to exploit subject's knowledge to utmost. Conduct necessary investigation or research to corroborate and develop information received.

(9) Where appropriate, reduce information obtained to signed statement and determine his willingness to testify to information furnished if needed in Federal proceedings.

h. Reporting results of interview

(1) When no information is developed during interview which would affect subject's security index status, promptly submit results by letter and include in next report. If individual is employed in or holds sensitive position in trade-union, educational, mass media, religious, or publishing fields, results of all interviews must be submitted promptly in report or LHM, depending on priority designation, until he begins to cooperate as security informant or source.

(2) Report subject's admissions of his subversive activities and associations and indicate whether he did or did not furnish information regarding subversive activities of others.

(3) Report statements by subject denying subversive activities developed through prior investigation and follow with concise statement of such past subversive activity.

(4) Letter transmitting results of interview must contain:

(a) Definite statement or conclusion of interviewing Agents as to cooperativeness of subject and reasons for conclusion

(b) Statement as to whether information furnished coincides substantially with other available information

NW 88321 DocId:32989529 Page 2011

(c) Statement as to subject's availability as potential witness and evaluation of subject's potential as informant or confidential source and whether further contacts contemplated

(d) Recommendation that security index card be canceled when statements furnished by subject regarding his subversive activities and associates, considered with other information and factors, indicate subject is no longer dangerous to internal security during emergency

(e) Pertinent information regarding subject's appearance or characteristics which has not previously been developed or reported

i. Reinterviews of security index subjects

Consider reinterviews with security index subjects on systematic basis. Consider such reinterviews when necessary to review case or when case comes up on tickler.

j. Maintenance of control file on former members of subversive organizations

(1) Offices having sufficient volume should maintain control file on former members of subversive organizations for reference purposes. This file will obviate necessity for extensive file reviews to identify persons who may be in position to furnish information of value in future.

(2) Copies of memoranda designated for individual case files should be routed to this file. Such memoranda should contain: background of person, type of information he may furnish, period covered by this data, whether or not person is available for interview by all Agents, and whether he is in position and willing to testify.

(3) This file should not include information concerning security informants.

(4) If special index is used in conjunction with this file, it should contain cards filed alphabetically indicating times and places persons were in subversive movement and brief description of information available from them. It may be broken down geographically and subdivided by years.

NW 88321 DocId:32989529 Page 2012

[F. RESERVE INDEX

1. Purpose

Reserve index includes persons who should be considered from standpoint of security with view toward investigation, interrogation, or security index. It serves as administrative aid and working index containing names of persons having sympathy for or affiliation with basic revolutionary organizations.

2. Composition

Reserve index contains names of individuals about whom investigation did not develop sufficient information to justify security index, but there is no reliable evidence of defection and there is evidence of:

a. Membership in basic revolutionary organization subsequent to 1-1-49, together with some indication of continuing sympathy or association with such organization or subversive front organization

b. Activity, association, or sympathy for subversive cause during past five years, even though investigation has failed to substantiate allegations of membership in revolutionary organization

c. Associations, writings, financial support, or conduct in support of subversive organizations or international communist movement within past five years and individual is in position to influence others during national emergency

d. Leadership or substantial activities in major subversive front groups over three years ago, together with some evidence of continuing activity, association, or sympathy for subversive cause within past three years

e. Membership in subversive front organization within past three years

3. Arrangement

Each office is to maintain this index alphabetically on 5- by 8-inch cards in two sections, A and B.

a. Section A

Section A represents special group of individuals who should receive priority consideration for investigation and/or other action following apprehension of security index subjects.

(1) Section A includes individuals whose subversive activities do not bring them within security index criteria but who, in time of national emergency, are in position to influence others against national interest or are likely to furnish material financial aid to subversive elements because of their subversive associations and ideology. Include individuals who meet standards for reserve index and are

(a) Professors, teachers, and educators

(b) Labor union organizers and leaders

(c) Writers, lecturers, newsmen, entertainers, and others in mass media field

(d) Lawyers, doctors, and scientists

(e) Other potentially influential persons on local or national level

(2) Inclusion or deletion of names must be approved by SAC Reserve index A is maintained only in field offices. When name is deleted from security index, consider including in reserve index A. Upon approval by SAC, make two cards and file one in office and one away from headquarters city at same location as extra set of security index cards.

(3) Review field office file of reserve index A subject whenever information is channeled to it to determine if additional investigation is warranted and if current information is sufficient for retention in reserve index.

(4) Changes, additions, and deletions of data appearing in reserve index A cards

(a) Forward changes in data to clerk in field office handling these cards.

NW 88321 DocId:32989529 Page 2013

(b) Handle change in office of origin by submission of form FD-128. Forward section A cards to new office of origin. Where necessary, forward pertinent information to new office of origin by succinct LHM and appropriate cover communication. Yellow file copy of LHM must show location of all original information contained therein.

b. Section B

(1) This section, which contains names of all others in reserve index, is maintained only in field office. Review file of reserve index B subject whenever information is channeled to it to determine if additional investigation is warranted.

(2) Handle changes in office of origin in same manner as reserve index A.

4. Content

a. Each card in section A and section B should contain, as minimum:

(1) Name and aliases
(2) Race
(3) Sex
(4) Citizenship and birth data
(5) Residence and employment
(6) Organizational affiliation or nationalistic tendency
(7) Office file number
(8) Letters "SS" if dissemination has been made to Secret Service

b. Membership and position or association in subversive groups and source and date of information may be added.

5. Removal and deletion of cards

Destroy cards on individuals who become security informants, sources, or security index subjects.

NW 88321 DocId:32989529 Page 2014

[G. SECURITY INDEX
[1. Purpose and general policy
[a. Security index cards are maintained by Bureau as operational guide for apprehension of persons deemed dangerous or potentially dangerous to internal security in event of national emergency.
[b. Action will be taken against security index subjects only upon authorization of warrants of arrest by Attorney General.
[c. Names are included in security index only when investigation has established sufficient facts and evidence to justify inclusion.
[d. Contents of security index must be accurate and correct at all times. Give matters pertaining to its preparation and maintenance preferred attention.
[e. Matters pertaining to security index are not to be included in reports or LHM prepared for dissemination. Operation and content of security index must not be discussed outside Bureau. However, matters pertaining to security index may be discussed with qualified representatives of other Federal intelligence agencies on strictly confidential basis when subject is of prime interest to one of these services.
[2. Determination of dangerousness of individual
[a. Dangerousness of individual does not depend entirely upon personal characteristics, such as aggressiveness or disposition to violence. It also depends upon contribution he has made or is making in advancing principles and aims of subversive movement, or his subversive potential in event of national emergency. Loyalty to subversive organization and its principles is primary factor to consider in evaluating potential dangerousness. However, all evidence must be carefully weighed. Among factors having bearing are:
[(1) Long membership in subversive organization
[(2) Affiliation with or attendance at training schools, especially leadership schools
[(3) Frequent or regular attendance at organizational meetings and functions
[(4) Possession of or study of revolutionary literature
[(5) Espousal of subversive doctrines exemplified in his acts and utterances
[(6) Contributions to or collections of funds for organization
[(7) Recruitment of new members
[(8) Active service in military forces which are supported by subversive movement
[(9) Constant support of Soviet Union in acts and utterances
[(10) Activity as courier or confidential mail drop for subversive movement
[(11) Constant participation in activities of subversive organization or advancement of organization's aims or interests, especially when this involves financial sacrifices or personal inconveniences or disadvantage
[(12) Individuals who have defected, revoked, or sought revocation of U. S. citizenship in favor of communist country, have returned to U. S., and have taken no positive steps to counteract such action
[(13) Statements or activities on subject's part establishing reasonable grounds to believe his loyalty would lie with communist country in event of armed conflict between U. S. and that country
[(14) Training and/or participation in espionage, sabotage, or intelligence activities
[(15) History of emotional instability or irrational behavior, prior acts indicating propensity for violence, when coupled with subversive background or hatred against organized government
[b. Above factors, which are not all-inclusive, should be taken into consideration in determining whether subject falls within security index criteria. Person shall not be deemed dangerous merely because one or more of these factors apply to him.

NW 88321 DocId:32989529 Page 2015

3. Criteria for placing and retaining name in security index
   a. Basic criteria
      No name shall be added to or retained in security index unless one or more of following have been established through investigation:
      (1) Subject has had membership in, or participation in activities of, basic revolutionary organization within last five years as shown by overt acts or statements established through reliable sources, informants, or individuals.
      (2) Subject has had membership in, or participation in the affairs of, one or more front organizations which adhere to the policies and doctrines of a basic revolutionary organization, in a leadership capacity or by active substantial participation in furtherance of those aims and purposes of the front organization which coincide with those of a basic revolutionary organization, within the last three years as shown by overt acts or statements established through reliable sources, informants, or individuals.
      (3) Investigation has developed information that an individual, though not a member of or a participant in activities of a basic revolutionary or front organization, has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to commit acts of espionage or sabotage, including acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of national, state, and local governments and of the defense effort.
      (4) Although investigation has failed to establish the facts required by (1), (2), or (3) above, either as to the substance of those criteria or because there have been no overt acts or statements within time limits prescribed, facts have been developed which clearly and unmistakably depict subject as a dangerous individual who could be expected to commit acts of the kind described in (3) above.
   b. Activity in support of Cuban regime
      Recommend for security index individuals who would be dangerous or potentially dangerous to internal security of U. S. in event of emergency involving Cuba and U. S. There should be substantial showing of following:
      (1) Individual has served in pro-Castro organization as leader or officer or engaged in preparation or distribution of pro-Cuban or anti-U. S. propaganda; active collection of funds for any agency or representative of Cuban Government or pro-Castro group; acts of violence against anti-Castro individuals or groups or against U. S.; or active collection of intelligence data regarding national defense of U. S. which would serve purposes of Cuban Government, and there are reasonable grounds to believe that such data is to be or has been conveyed to any agency or representative of Cuban Government.
      (2) Based on overt acts or statements or other evidence, there are reasonable grounds to believe loyalty of individual would lie with Cuban Government in event of armed conflict between Cuba and U. S.
      (3) Alien of Cuban nationality or holding Cuban citizenship who (a) is likely to foster, encourage, or promote policies, programs, or objectives of Cuban Government, or collaborate with Cuban Government or (b) is likely to engage in or attempt to engage in acts of espionage, sabotage, or other activities detrimental to U. S. defense. Take into consideration (a) participation in organizations supporting Castro regime, (b) participation in picket lines formed in support of Cuban Government, or (c) contacts with Cuban agents operating in U. S. on behalf of Cuban Government.

NW 88321 DocId:32989529 Page 2016

(4) In all instances there must be clear showing, by overt acts or statements or other evidence, that there has been continuing sympathy for aims and objectives of Cuban Government since 10-1-60. Citizenship status must be clearly established.

c. Pro-Cuban activity
All individuals in security index under basic criteria (item 3a, above) should be tabbed "Pro-Cuban" if by their activities and sympathies they warrant special consideration in event of limited emergency involving Cuba and U. S. This tabbing includes Cubans and non-Cubans who have engaged in activities in support of Cuban Government or pro-Castro groups. For this tabbing, submit FD-122 to Bureau with notation "Pro-Cuban" typed opposite words "Miscellaneous (specify)." Attach page containing concise summary of facts supporting recommendation. Security index cards sent to field on such subjects contain letter "C" on left side of card at beginning of second line. These cards are not kept in "Cuban" special section but are tabbed with metal tabs.

d. Evaluating interviews for security index status
(1) Positive statement to interviewing Agents clearly indicating adherence to doctrines, aims, or purposes of revolutionary organization or front organization shall be considered overt act.
(2) Other than above, interviews are not factors in making determination as to security index; e.g., lack of cooperation or partial cooperation are not factors.

e. Effect of resort to fifth amendment
Department has advised resort to fifth amendment by witness appearing before governmental body should be considered overt act within security index criteria (1) when subject was asked directly concerning present membership in subversive organization and (2) when question calls for response as to past membership in organization in those cases in which available information would seem to bring subject within criteria except for overt act within required period.

f. Activity in Nation of Islam and other black nationalist extremist groups
Department has advised Nation of Islam constitutes potentially dangerous instrumentality in event of national emergency; statements and activities of individuals in Nation of Islam indicating anarchist and revolutionary beliefs should be considered in making judgment as to whether or not member should be in security index. Give particular attention to developing and reporting such statements, including violent and revolutionary statements made by other members in subject's presence. Statements should be reported in detail. Apply these instructions to other black nationalist extremist groups.

4. Recommendations for and preparation of security index cards

a. SAC must personally recommend inclusion in and removal of any name from security index except in offices having more than 1,000 security index subjects, where recommendations can be made by SAC, ASAC, or Bureau-approved security supervisor.

b. Where potential dangerousness of subject has been established, office of origin is to submit recommendation to Bureau on form FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. Nothing should appear on FD-122 which is not in subject's file. FD-122 has two uses: (1) to recommend subject for security index and (2) to submit changes for existing cards. Submit abstract when recommending subject for security index but no abstract for additions, deletions, or changes.

c. When FD-122 is submitted to recommend subject for security index, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated priority level for apprehension. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must show pertinent data of subject's activities.

NW 88321 DocId:32989529 Page 2017

d. If, at conclusion of investigation, subject is not being recommended for security index, set out brief summary statement in appropriate closing communication showing reasons.

e. Current summary report must be submitted to Bureau when subject is being recommended for security index. If case is pending because of outstanding leads, set out additional lead to follow authorization of security index card by Bureau and, if approved, to disseminate copy of report to Secret Service. If case would otherwise be closed, place in pending-inactive status with lead to follow authorization by Bureau and, if approved, disseminate copy of report to Secret Service and then close case administratively.

f. Recommendations for security index should not be delayed because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.

g. Subjects missing or out of country may be recommended for security index. FD-122 should include data required for unavailable section.

h. When FD-122 is submitted recommending subject of Chinese extraction, include words "Other - Chinese" under race. When recommending person not of Chinese extraction but who has definite sympathies for Communist China, include under "Miscellaneous" following statement: "sympathetic to Communist China."

i. If Bureau approves recommendation, security index cards will be prepared. Copy of FD-122 will be returned stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." These cards should be filed in security index as outlined below. Place returned copy of FD-122 in subject's main file. (Offices with geographical breakdown by residence and employment will receive extra card.)

j. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards which are stapled to back of two security index cards. File one of these cards in geographical section (except special section and unavailable section cards). File other in duplicate security index maintained away from headquarters city. Third security index card is filed in alphabetical section.

5. Content and appearance of security index card

a. Data to appear on face of card

When complete, face of security index card should contain following information. If any items are missing, case should be continued pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters which should be placed in appropriate space on form FD-122. Code letters should appear on security index cards received from Bureau.

(1) Name and aliases

Full and correct name and aliases of subject

(2) Race

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others, including Orientals (except Chinese), American Indians, etc.)

(3) Sex

Male	M
Female	F

(4) Citizenship

Native born	NB
Naturalized	NA
Alien	AL

(If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)

NW 88321 DocId:32989529 Page 2018

(5) Organizational affiliation or nationalistic tendency

American Socialist Clubs	ASC
American Workers' Communist Party	AWC
Anarchist	ANA
Black Nationalist	BNT
Black Panther Party	BPP
Communist Party, USA	COM
Johnson-Forest Group	JFG
Minutemen	MIN
Nation of Islam	NOI
Nationalist groups advocating independence for Puerto Rico	PRN
Progressive Labor Party	PLP
Proletarian Party of America	PPA
Revolutionary Action Movement	RAM
Socialist Workers Party	SWP
Spartacist League	SPL
Student National Coordinating Committee	SNC
Students for a Democratic Society	SDS
Workers World Party	WWP
Bulgarian	BUL
Cuban	CUB
Czechoslovakian	CZE
Hungarian	HUN
Romanian	ROM
Russian	RUS
Yugoslavian	YUG

(6) Priority designation

Priority I	P I
Priority II	P II
Priority III	P III

(7) Top functionary designation (where applicable)

Top functionary	TF

(8) Special section cards

Atomic energy program employees	AEP
Cuban special section	CUB
Espionage subjects	ESP
Foreign government employees	FGE
Pro-Tito subjects	YUG
United Nations employees	UNE
U. S. Government employees	GOV

(9) Unavailable section cards

Missing	MI
Out of country	OC
Imprisoned	PR

(10) Date and place of birth

(11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List) and abbreviation denoting agency having security responsibility

(12) Residence address

(13) Employment address and any additional data deemed necessary to assist in locating subject in emergency. Labor union affiliation, if any.

(14) Field office file number

b. Data to appear on separate attached card

(1) Place following data on separate card attached to reverse side of security index card being filed in geographical, special, or unavailable sections. Cards contain printed captions for recording descriptive data which can be augmented if necessary.

NW 88321 DocId:32989529 Page 2019

(a) Complete description
(b) Notation that security index flash notice has been posted in Identification Division
(c) Photograph, with date taken. It is to be most current or best likeness of subject.
(d) Dangerous characteristics of subject, including notation if subject possesses firearms
(e) Other data which will assist in apprehension, such as directions to residence or employment when these are unusual, number of minor children and aged dependents

(2) If descriptive data have not been obtained, case must be kept pending. Upon posting of security index flash notice, field will be furnished FBI number and fingerprint classification which should be affixed to reverse side of security index cards filed in geographical, special, and unavailable sections.

(3) Use FD-186 to report information for separate card attached to back of security index card. Case Agent should fill in form and forward to clerical employee designated to post information. Thereafter, file FD-186 in case file. FD-186 may be used to record information that subject has been physically observed and to note descriptive data.

6. Arrangment of security index

a. At Bureau

Entire index is maintained on IBM tabulating cards. Security index cards are printed by automatic data processing and transmitted to field. An alphabetical breakdown of true names and all aliases of subjects is also maintained at Bureau for administrative purposes.

b. In field office

Active security index in each field office is maintained in four sections: geographical, alphabetical, unavailable, and special sections. Complete set of each field office's security index is also maintained away from headquarters city in same manner as geographical section with unavailable and special section cards filed in back.

(1) Geographical section

After receipt of three security index cards from Bureau and after necessary data have been added to two cards, file one in geographical section of index (except special section and unavailable section cards) and one in duplicate set maintained away from headquarters city. Geographical section is broken down by residence address in accordance with needs of each office. Where logical, it should be broken down by state, county, city, and, if needed, into boroughs or suburbs and precincts. Cards are filed alphabetically under each geographical breakdown. Cards in this section will be withdrawn and used by Agents should apprehension of subjects become necessary.

Cards will show "unknown" residence for (a) subjects whose addresses are not known but prompt location within division is expected and (b) subjects whose location in another division is in process of verification. File these cards in breakdown designated "Verification Pending." With Bureau authority, offices covering large industrial areas may set up second geographical section and file cards by subjects' employment. Depending on time of day apprehensions are initiated, geographical-employment or geographical-residence section may be used.

(2) Alphabetical section

File duplicate card alphabetically in this section; there is no other breakdown. Alphabetical card is control card. If card is withdrawn from geographical section for apprehension, make notation on alphabetical card.

NW 88321 DocId:32989529 Page 2020

(3) Special section
Retain cards on individuals in following categories in special section for reasons stated. Maintain special section in subsections as follows:

(a) Espionage subjects
When apprehension of subject will destroy chances of penetration and control of operating espionage parallel or destroy chances of penetration and control of "sleeper" parallel

(b) U. S. Government employees
So their identities can be readily determined and consideration given to each before apprehension is ordered

(c) Atomic energy program employees
Because their apprehension must be cleared with Atomic Energy Commission representatives to avoid interference with atomic energy work

(d) Foreign government employees
So consideration may be given to each on basis of relations then existing between U. S. Government and country involved

(e) United Nations Secretariat and other international organization employees
Because State Department must be notified after such apprehensions take place. This category includes U. S. citizens and immigrants or stateless persons not holding diplomatic visas and not having protection of International Organization Immunities Act.

(f) Pro-Tito individuals
Because such individuals, although pro-Marxist-Leninist, adhere to Tito form of communism and it is not possible to predict whether Tito would become aligned with Russia in event of open hostilities or would align himself on side of U. S. This does not include members of communist groups who from time to time make statements in support of Tito, but only individuals, particularly those of Yugoslav birth or descent, whose support of Tito is clear and unequivocal regardless of Yugoslavia's foreign policies.

(g) Cuban
So that, in event of emergency involving Cuba and U. S., special handling may be afforded those subjects on index solely on basis of pro-Castro affiliations, activities, or sympathies. (Security index cards denoting such contain code "CUB" on line 1.)

FD-122 recommending individuals in one of above categories should include words "Special Section" typed in upper right portion. Type proper category in space after "Miscellaneous (Specify)."

Cards for special section bear appropriate code letters in upper right portion designating proper subsection. When cards of subjects in these categories are received from Bureau, check for accuracy, place required additional data on two, and file alphabetically in appropriate subsection of special section. File third card in alphabetical section. Never file special section cards in geographical section.

When subject no longer comes within one of categories of special section, submit FD-122 with words "Remove from Special Section" typed in space provided after "Miscellaneous (Specify)." If card should be placed in unavailable section, add "Place in Unavailable Section" in this space. When new cards are received from Bureau, destroy old cards. Special section card shall indicate priority level for apprehension, although it is not contemplated that subjects in this section will be apprehended under mass apprehension program. Cases will be given individual attention and subjects will not be apprehended in absence of specific Bureau instructions.

NW 88321 DocId:32989529 Page 2021

(4) Unavailable section
Security index cards of individuals who are missing, out of the country, or are imprisoned are retained in unavailable section, broken down into three subsections headed by tabs, as follows:

(a) Missing subjects
Subjects are not to be included in unavailable section as missing immediately upon determination they are no longer at previously known places of residence or employment. Action required in instructions for missing subjects must be taken prior to placing subject in unavailable section. If subject is missing, word "Missing" is typed in space provided on FD-122 after "Miscellaneous (Specify)."

(b) Subjects out of country
Place cards for subject who have departed from U. S. or Puerto Rico for foreign country in this subsection unless cards should be cancelled in accordance with instructions below under permanent departure.

Investigation of subject not yet in security index may be in progress at time subject departed for foreign country. If facts otherwise warrant security index action, submit FD-122 recommending inclusion in unavailable section.

If subject is out of country, type words "Out of Country," in space provided on FD-122 after "Miscellaneous (Specify)." If foreign address known, place it on FD-122 in space provided. If subject is only known to be in certain foreign country or is only known to be traveling abroad, include this on FD-122. If subject's current employment abroad is known, include on FD-122.

Follow case of any security index subject who is out of country at least once each year for verification of address and to determine if subject has returned. Place appropriate stops with Immigration and Naturalization Service to be advised of subject's return.

(c) Imprisoned subjects
Place cards of imprisoned security index subjects in unavailable section. Type word "Imprisoned" in space provided on FD-122 after "Miscellaneous (Specify)." Show identity of institution in which subject is incarcerated in space provided for residence. Arrange with confining institution to be informed of subject's release. Set up tickler for date shortly prior to expected release to verify release. After release, determine whether subject should be retained in security index.

When submitting recommendation for unavailable section, include words "Unavailable Section" in upper right portion of FD-122. Do not include former residence or former employment on cards of subjects who are missing, out of country, or imprisoned. Cards for unavailable section shall bear code letters in upper right portion designating proper subsection. Upon receipt of three cards from Bureau, check for accuracy, place required additional data on two, and file alphabetically in appropriate subsection. File third card in alphabetical section. When a missing subject is located or subject who has been out of country has returned or imprisoned subject released, submit FD-122 showing current residence and place of employment. Type words "Remove from Unavailable Section" in space provided after "Miscellaneous (Specify)." If card is to be placed in special section, "Place in Special Section - Espionage (or Foreign Government Employee, etc.)" should be added. When new cards are received from Bureau, check for accuracy and place description and photograph, if available, on two of three cards. File these cards in geographical or special section (where applicable) and file other card in alphabetical section. Destroy old cards.

NW 88321 DocId:32989529 Page 2022

When subject in unavailable section is located in another division, submit FD-128 to Bureau and new office of origin. Type "Remove from Unavailable Section" in space to right of addresses. Bureau will send new security index cards to new office of origin.

(d) Exception - re special section
Special section subjects who are unavailable are maintained in special section rather than unavailable section. When special section subject is out of country, imprisoned, or missing, submit FD-122 with appropriate unavailable category designated. New cards will be prepared. Upon receipt of amended cards from Bureau, file two in special section and one in alphabetical section.

(5) Inactive section
Each office shall maintain inactive section in its security index to contain cards of subjects who were in active security index when inducted into armed forces.

Upon learning of induction, submit letter to Bureau advising branch of service and date and place of induction. If there is pertinent information which has not been set forth in report, prepare report and forward by letter advising of subject's induction. Bureau will furnish appropriate intelligence agencies with pertinent information and request notification of subject's discharge from service.

Place geographical cards for such subjects in inactive section and destroy alphabetical cards.

Set up administrative tickler for each subject in inactive section. Each six months make appropriate inquiry to determine if subject has been discharged. Make such checks locally, through pretext inquiries if necessary. If information is not obtainable locally, submit letter requesting check of office covering records of appropriate service.

When subject in inactive section has returned to civilian status, determine whether his activities warrant inclusion in active security index. If so, submit FD-122 completely filled out as if initial recommendation is being made, and submit current report. If not, furnish Bureau reasons for not reactivating security index card. In either case, cancel inactive card.

7. Periodic verification of addresses
a. Data on security index cards shall be up to date at all times.
b. Whereabouts of all security index subjects should be known at all times. Check residence and business addresses of subjects in priority I at least once each three months. Residence and business address of all other security index subjects must be checked at least once each year, except those imprisoned and those in security index because of disaffection for U. S. (see section 105G). Residence and employment of latter must be verified every 90 days. Case of any subject who is out of country must be followed at least once every year to determine if he has returned.

Arrange to be advised on current basis of any indication subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change residence or employment. Checks to verify residence or business addresses may be made under pretext by telephone once each six months for priority I subjects and once every two years for all others.
c. Physical characteristics and description of each security index subject shall be determined or verified by personal observation and noted in case file. If not observed previously, do so during next verification of addresses.

NW 88321 DocId:32989529 Page 2023

d. Use FD-154 when it will facilitate verifying addresses. When FD-154 is not used, notation should be made on last FD-154, FD-122, or FD-128 in subject's file showing addresses and date verified. Each time residence and employment verified, reevaluate case to assure subject is still within criteria. Make notation in file to this effect.

e. If residence or business address or both have changed, submit FD-122 to Bureau showing only changes to be made. Also submit to Bureau FD-366 for dissemination to Secret Service. Advise Secret Service locally by FD-366.

f. Handle verifying addresses of security index subjects by reopening and assigning cases for verification and closing administratively when accomplished. In priority I and II cases, conduct verification of residence and employment when preparing reports and include therein. In priority III cases, record verification of residence and employment on FD-154 and place in case file.

8. Changes, additions, and deletions of data on security index cards

a. Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, priority designation, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility, residence or business address. Exception: Change office of origin by FD-128.

b. Temporary handwritten notations may be made on existing cards pending receipt of corrected cards from Bureau.

c. Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

d. Upon receipt from Bureau of corrected card with copy of FD-122, take following action:

(1) Check accuracy of data on cards.

(2) Transfer separate cards with descriptive data and photograph from back of old geographical section cards to corrected cards, and file in geographical section. Exception: For special or unavailable section subjects, see instructions for these sections.

(3) File third card in alphabetical section.

(4) Destroy old cards.

9. Movement of subjects between offices

a. Subjects of security index cards

(1) Assign immediately requests from other offices to verify addresses of subjects and transmit results within two weeks.

(2) New office furnish old office information concerning key facility employment of subject so that geographical reference number, agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

(3) Office of origin, upon verification of address, immediately submit FD-128 transferring office of origin.

(4) Submit original and one copy of FD-128 to Bureau. Submit two copies to office covering new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. Show full title and priority designation.

(5) Where flash notice has been placed with Identification Division, note on FD-128 and designate extra copy of FD-128 for Bureau for attention of Identification Division.

(6) Old office of origin will submit current report in priority I and II cases and succinct LHM in priority III cases. In latter instance, yellow file copy of LHM in old office of origin must include notations indicating exact location of all original information set forth in LHM.

Do not delay submission of FD-128 solely for preparation of report or LHM, but note on FD-128 that appropriate communication is being prepared. Old office of origin is responsible for furnishing Secret Service locally with subject's new residence and business address. Case will remain pending in both old and new offices until report or LHM is submitted by old office. New office of origin is responsible to follow matter until completed.

NW 88321 DocId:32989529 Page 2024

(7) New office of origin is to review pertinent material received with FD-128 and information in its files to determine if additional investigation is warranted. If not, advise Bureau by letter case is being closed.

(8) Upon receipt of FD-128, office covering new address is origin and should place office file number on security index cards and file them in its security index.

(9) Upon receipt of new cards from Bureau with copy of FD-128, new office is to transfer information from reverse side of old geographical cards to two new cards, appropriately file new cards, and destroy old cards.

b. Top functionaries
Above-described mechanics of transferring cases also apply to top functionaries. Additional procedures in this category are:

(1) Notification to Bureau of deletion of subject as top functionary in old office of origin is handled by designation in space provided on FD-128 that subject was top functionary.

(2) Upon receipt of FD-128, new office of origin shall automatically designate subject top functionary and keep case pending. After investigation is completed and summary report has been submitted by old office, case may be placed in pending-inactive status. Within three months, new office is to conduct investigation, submit report, and advise Bureau concerning continued designation as top functionary.

c. Subjects tabbed for priority
Security index card shall continue to be tabbed for priority apprehension in new office of origin until that office determines that priority designation is not warranted under provisions set forth below.

d. Subjects not included in security index

(1) Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. Enclose copies of all investigative reports and other pertinent serials to new office of origin.

(2) New office of origin is to investigate or advise Bureau case closed if no action warranted.

10. Cancellation and removal of cards from active security index
SAC must personally recommend removal of any name from security index except in offices having more than 1,000 security index subjects where recommendations may be made by SAC, ASAC, or Bureau-approved security supervisor.

a. Death of subject
Destroy card and advise Bureau by LHM.

b. Permanent departure
Upon learning of subject's departure from U. S. or Puerto Rico for foreign country, immediately ascertain conditions of departure for foreign country. No security index card shall be cancelled by reason of such departure unless subject is alien who has permanently departed and whose departure has been verified. If U. S. citizen who has been out of country has renounced his citizenship and taken citizenship of foreign country, security index card may be cancelled only after it has been determined he does not intend to return to U. S.

c. Imprisonment of subject
Do not cancel security index cards because subject imprisoned, regardless of length of time he will be incarcerated. Place cards in unavailable section and handle as set forth under imprisoned subjects above.

d. Induction of subject into armed forces
Place security index cards in inactive section and follow procedure set forth above under inactive section.

e. Security informants
Security index card may be destroyed upon receipt of Bureau authority to designate person security informant. In requesting Bureau authority to designate individual as security informant, call attention to security index card and recommend cancellation.

NW 88321 DocId:32989529 Page 2025

f. Subject no longer dangerous or potentially dangerous
Frequently information is received or investigation develops that subject is no longer threat to internal security by reason of physical condition, defection, or expulsion from subversive movement. Such defection may be shown by lack of activity and obvious disinterest over extended period or declaration of opposition to principles of subversive movement.

When there is sufficient information regarding subject's present sympathies to conclude he should no longer be considered dangerous, request authority for interview or advise Bureau why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview. If, upon interview, subject proves cooperative, advise Bureau by letter and recommend cancellation.

g. Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection
With passage of time, limits specified in security index criteria will operate to remove subjects even though there is no affirmative indication of defection. When recommending such removal, consider if facts warrant inclusion of subject in section A of reserve index. Following procedures are for subjects not being recommended for inclusion in section A of reserve index:
(1) When subjects are removed from security index solely on basis of application of criteria, retain security index cards bearing descriptive matter on reverse sides; i.e., cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards should retain only one card.
(2) Mark "cancelled" across face of each card retained and file in reserve index, section B.
(3) Above instructions do not apply to individuals removed from security index based upon activity in Nation of Islam. Their cards should be destroyed.

11. Priority apprehension program
a. Purpose
Some security index subjects, because of their training, violent tendencies, or prominence in subversive activity, would be more inclined or more capable of committing acts against U. S. in time of national emergency than others. Such subjects must be immobilized in least possible time. Individuals in security index tabbed priority I, and possibly priority II, would be arrested first in event of limited but grave emergency, probably without arrest of other subjects. In all-out emergency, consideration for apprehension will be given to all subjects. Decision as to priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.
b. Priority tabbing
(1) Each security index subject should be considered for priority I tabbing who falls within following categories:
(a) All top functionaries
(b) All individuals considered to be hard-core national and state leaders of basic revolutionary organizations and leaders of other subversive organizations and unorganized groups and individuals who have indicated propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare, or have engaged in underground operations
(c) Individuals employed in or having access to key facilities

NW 88321 DocId:32989529 Page 2026

(2) Security index subjects considered for priority II
All individuals who are considered to be of second level leadership of basic revolutionary organizations and other subversive organizations and individuals who present significant threat but are in less influential positions than those in priority I
(3) All other security index subjects will be tabbed priority III.

c. Recommendations for priority tabbing
(1) Approval of SAC
Designation of each subject as to priority or any change in priority must be personally approved by SAC, or in office having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor.
(2) When FD-122 is submitted recommending either tabbing for priority or change in such tabbing, attach additional page setting forth brief summary of facts supporting recommendation.

d. Administrative procedures
Take following action to assure security index cards will be readily available for emergency action:
(1) Geographical section
Divide geographical section into three parts.
(a) Cards for subjects tabbed priority I
(b) Cards for subjects tabbed priority II
(c) Cards for subjects tabbed priority III
(d) In offices having two geographical sections, i.e., geographical-employment and geographical-residence, each section must have parts I, II, and III.
(e) Priority cards will be following colors:
Priority I - beige, priority II - green, priority III - white
(2) Alphabetical section
Alphabetical section is broken down into two groupings. First group includes priority I and II cards. Second group contains priority III cards

e. Tabbing of cards
Tab alphabetical cards on subjects designated "Pro-Cuban" with metal tab.

12. Individuals employed in or having access to key facilities

a. Responsibility
FBI is responsible by Presidential directive to advise interested Federal agencies of developments affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated vital to national defense by Department of Defense. FBI is responsible under Delimitations Agreement for investigating employees of private contactors who have contracts with agencies of Department of Defense where there is credible subversive information concerning employee. Conduct thorough investigation and consider for security index any individual employed in or having access to key facility who is alleged to have been, at any time in past, member of any basic revolutionary organization or against whom there is sufficient other subversive information to warrant such action.
(1) Requests for investigation from another agency
When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants, and advise Bureau.
(2) Verification of key facility status
Check Department of Defense Key Facilities List (maintained in each office) for verification that subject's place of employment is included.
(3) Individuals denied access to restricted information
Intelligence agencies of armed forces frequently report individual has been denied clearance to work in defense plant or to handle classified or restricted information. Intelligence agency is responsible for furnishing Bureau with any information involving

NW 88321 DocId:32989529 Page 2027

disloyalty or subversiveness. Office receiving such notification must ascertain promptly basis for denial and obtain all pertinent data contained in file of agency responsible for such action. Forward data to Bureau and include in next report submitted. Where no investigation has been conducted by Bureau, open security investigation if information warrants.

b. Inclusion in security index

In recommending key facility employee for security index, FD-122 is to contain:

(1) Key facility geographical reference number
(2) Abbreviation for Department of Army (A), which has been designated agency having security responsibility for all key facilities
(3) Abbreviations for other agencies known to have classified contracts with key facility. Interested agencies are identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards.
(4) Recommendation for priority I designation

c. Dissemination

Upon receipt of allegation concerning key facility employee from source other than interested intelligence agency, immediately furnish by letter to interested agency (1) summary of allegation and information concerning individual; (2) a statement that information is unsubstantiated and has not been verified through investigation; (3) advice as to whether security investigation is being conducted and, if so, that copies of reports will be furnished upon completion. With exception noted below, disseminate information of derogatory security nature concerning persons employed at facilities holding classified contracts both to interested intelligence agencies and to Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio 43215, attention Chief, Adjudication Division (advise interested intelligence agency of dissemination to DISCO). This includes persons who may not currently be key facility employees but are known to hold industrial security clearances. Exception involves facilities holding classified contracts with Atomic Energy Commission (AEC). Dissemination to AEC is made only at Bureau.

These instructions do not apply to allegations of espionage or those of confidential character not ordinarily disseminated. Such information of direct interest to other intelligence agencies should be submitted to Bureau expeditiously with request that Bureau consider dissemination.

Disseminate copies of reports for Marine Corps locally to Naval Investigative Service Office (NISCO). Dissemination to Defense Atomic Support Agency (DASA), Research and Development Board (RDB), and Maritime Administration (MA) is made only at Bureau.

d. Status of cases

After all investigation is conducted, place in pending-inactive status. Make case pending-active 45 days before report due and check with armed services representative at key facility or with other reliable sources to determine whether subject has access to classified or restricted material.

e. Reports

See Manual of Rules and Regulations, part II, section 4D, item 2a, (6), and section 4M, item 4, for instructions concerning synopsis and classification of reports in key facility cases. Synopsis must set forth employment and statement that subject has or has not access to classified or restricted material.

13. Top functionary program

a. General

Purpose is to select for special attention individuals of key importance to subversive movement.

NW 88321 DocId:32989529 Page 2028

b. Definition
Top functionary is individual who is on high-policy level in CPUSA, other subversive organizations, or unorganized groups, to whom it is necessary to give continuous investigative attention because of his importance. Term "top functionary" does not require that individuals actually hold official positions in organizations but is given broad construction to include others of equal importance because of their influence in movement itself, or their position and activities outside movement in labor, front, or similar organizations. Consider black nationalist extremists whose importance justifies continuous investigative attention.

c. Manner of designation
Prior Bureau authority necessary to designate subject as top functionary. Top functionaries are to be in priority I and reports are submitted annually.

d. Regulations governing handling of top functionaries

(1) Designation and deletion of top functionary status
Handle by letter to Bureau containing brief statement of reason for designation or deletion.

(2) Photographs
Obtain photographs for each top functionary. Send two copies (one for Secret Service) to Bureau, either by cover letter or as enclosure to report. Maintain copy in subject's file. If album of top functionary photographs maintained, keep duplicate in subject's file.

(3) Handwriting specimens
Obtain suitable handwriting specimens of each top functionary. When possible, obtain specimens from public records, law enforcement agencies, and similar sources. Send specimens to Bureau under separate cover letter by registered mail for attention of FBI Laboratory. When they may be of value as evidence, so state in transmittal letter and request their return after copies have been made. Specimens should be sufficient to permit future comparisons by Laboratory.

(4) Security index cards
Request preparation by FD-122 at earliest possible moment.

(5) Change of office of origin
FD-128 changing office of origin on top functionary automatically deletes him as top functionary in old office and adds him as top functionary in new office.

(6) Reports
Character - Internal Security - (followed by appropriate letter designating organizational affiliation or nationalistic tendency)

e. Maintenance of list
Each office must maintain current list of top functionaries.

14. Correlation of other investigations with security index and reserve index
Individuals investigated by Bureau under any classification against whom subversive information is developed must be considered for security index and/or reserve index. This includes espionage, foreign intelligence, applicant-type, and security of Government employees (SGE) investigations. When individual previously investigated under SGE classification is security index subject and is still employed by Federal Government or is being considered for Federal employment, use dual character of "Security of Government Employees" and character of security case in reports to insure routing to proper field and Bureau desks for supervision. Use standards prevailing for SGE reports. Disseminate these reports as any other security report. Advise representatives of other agencios requesting reports of SGE investigation to direct request to their headquarters for referral to Bureau.

NW 88321 DocId:32989529 Page 2029

H. REPORTS ON INDIVIDUALS

1. General

Cases of all security index subjects must be reopened for preparation of reports following schedule below. Critically analyze each case in light of security index criteria each time it is reopened and brought up to date.

2. Schedule of submission of reports

a. Priority I - annually

b. Priority II - annually

c. Priority III - initial report must be summary. Subsequent information may be furnished by LHM. Each office is responsible to insure all pertinent developments are furnished Bureau.

3. Origin

Office covering territory in which subject's subversive activities occur

4. Classification

a. 100 - for individuals affiliated with basic revolutionary and front organizations of Marxist ideology

b. 105 - for member of Puerto Rican nationalist groups or others having foreign nationalistic tendencies

c. 157 - Nation of Islam and other black nationalist subjects

5. Title

Only one subject shall be carried in title of each report. Separate reports must be submitted for each subject regardless of relationship; i.e., husband and wife, father and son, etc.

6. Character

a. Top functionaries

Internal Security (or Racial Matters, if subject is black nationalist) - followed by letters designating organizational affiliation or nationalistic tendencies. Examples:

Internal Security - C
Internal Security - SWP
Racial Matters - NOI

b. Others

Security Matter - followed by letters designating organizational affiliation or nationalistic tendencies. Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When subject is deleted as top functionary, change character from internal security to security matter in next communication. Communications regarding subjects employed in key facilities should have "Key Facility" in character. Communications regarding CPUSA National Committee members should have "National Committee" in character. Black nationalist investigations and racial matters should have character as set out in section 122, volume IV, of this manual.

7. Status

Carry cases as pending until all active investigation has been conducted. Thereafter, status shall be as follows:

a. Top functionaries

Pending inactive. Submit reports annually. Place case in pending-active status 45 days prior to date report due.

b. Key facility cases

Pending inactive. See instructions under individuals employed in or having access to key facilities.

c. Other security index subjects

(1) Closed

(a) Follow by administrative tickler to insure submission of periodic reports according to priority designation. If, following investigation, no subversive data is developed and information consists only of verification of residence and employment and negative contacts with sources, submit FD-400 in lieu of report setting forth identities of informants and sources contacted and any pertinent administrative data. Also submit FD-305 properly executed. Open case 45 days prior to date report due.

NW 88321 DocId:32989529 Page 2030

(b) Priority III cases must be opened for verification of residence and employment on annual basis. Review case file for any necessary action including re-evaluation of subject's status, or possible redesignation as priority I or II.

When pertinent information is submitted to Bureau for dissemination, FD-305 and FD-376 should accompany cover communication.

d. Subjects recommended for security index
 (1) Pending inactive
 If all active investigation completed at time FD-122 forwarded to Bureau, set forth lead to follow for security index approval and dissemination of report to Secret Service.
 (2) Closed
 After security index approved and dissemination to Secret Service, follow by administrative tickler for periodic report.

e. Subject not being recommended for index
 Closed - prior to closing, comply with instructions pertaining to interviews.

8. Content
 a. Include following and handle under topical headings where appropriate.
 (1) Background
 (a) Birth data
 (b) Citizenship status
 (c) Education
 (d) Marital status
 (e) Military service record (domestic or foreign, including type of discharge, citations, etc.)
 (f) Identification record
 (g) Employment
 (h) Residence
 (i) Status of health (if known)
 (2) Connections with Communist Party, other basic revolutionary groups, front groups, black nationalist extremist groups, and/or other subversive organizations or unorganized groups
 (a) Information concerning admission into revolutionary group, including sponsors, etc.
 (b) History of activity in, attendance at meetings of, and positions held in subversive movement
 (3) Revolutionary statements by subject
 (a) Determine each statement and full details surrounding it.
 (b) Determine all statements showing adherence to principles of Marxism-Leninism or other revolutionary doctrines.
 (4) Other activities indicating furtherance of program of subversive organizations
 (a) Speeches and writings
 (b) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
 (c) Pertinent contacts between subject and leaders of organizations
 (d) Details concerning subject's attendance or connection with subversive training schools
 (5) False statements made by subjects, including aliases
 Evidence may be obtained from passports, tax returns, and voting, marital, employment, and selective service records.
 (6) Miscellaneous
 Pertinent items not falling under above categories
 b. Reports on individuals should be confined to:
 (1) Proof of membership and activity in basic revolutionary organizations, front organizations, and/or other organizations or unorganized groups

NW 88321 DocId:32989529 Page 2031

(2) Position and importance of subject in subversive movement
(3) Pertinent background information
Include only information pertinent to determining whether or not subject is engaged in subversive activities. Set out date or period to which it pertains; e.g., John Doe advised on January 15, 1970, that subject attended CP meetings in January, 1965, in Syracuse, New York.

c. Summarizing information
(1) When prior summary reports are not suitable for dissemination, include all pertinent information in current summary report with sources fully protected.
(2) Repetitious and cumulative items may be limited to representative number with each item set forth fully documented. Number of items will depend upon preponderance of other information showing dangerousness of subject. Base selection on need to report sufficient data to justify continued detention of subject if apprehended.
(3) When selection of representative number of items is made, follow with summary statement that source advised during specified period of time subject also attended certain number of other meetings. (Set out file number and serial range in documenting such statements.)
(4) Where there is extensive activity in subversive organizations, it is permissible to use narrative statements without exact dates of activity; however, show period of time involved and inclusive dates of informant reports. Do not use this type reporting in Smith Act of 1940 or ISA-50 cases. Summary statements must be statements of facts and not conclusions. Information from different sources must be reported separately.
(5) Above instructions do not lessen responsibility for reporting all pertinent items.

9. Administrative data - cover pages
a. General
References to following administrative items should be in cover pages accompanying reports:
(1) Reserve index, security index, file numbers and titles of other cases, priority apprehension program, top functionary status, security index flash notices (FD-165), FD-122, FD-128, and non-investigative information
(2) When report contains data affecting subject's existing security index card, FD-305, appropriately checked, should be last page of cover pages. This form provides checklist for various items regarding security index.
(3) Attach FD-305 to cover communication submitting LHM in priority III cases.

b. Documentation of reports
(1) Complete documentation of all reports is required. This also applies to LHMs submitted in priority III cases.
(2) If information necessary for complete documentation is not in subject's file, review other office files, as needed. If not obtainable, so state in cover pages.
(3) Do not conduct extensive investigation to locate sources who previously furnished background information for purposes of documentation or to obtain documentary evidence of background information. For example, if previous investigation revealed subject, according to reliable records, such as birth, school, or Immigration and Naturalization records, was born at certain place on certain date, report it without further verification.

NW 88321 DocId:32989529 Page 2032

(4) Office preparing summary report may include information originally obtained by another office but may not have necessary documentation. If office preparing report has copies of documents obtained by another office and identity of source, date of activity, date received, and receiving Agent are known, it is not necessary to obtain file number of original. Pertinent documentation, other than file number, should be obtained from auxiliary office.

(5) When report includes references to known subversives who have associated with subject, identify source of characterization in cover pages without further documentation.

(6) When it is necessary to obtain thumbnail sketch, place in thumbnail sketch file so it will be readily available for future use.

10. Channelizing memoranda - destruction of

Channelizing memoranda may be destroyed following submission of reports. Copies of informant's statements designated for 100 classification files of informants may be destroyed when one year old. (See instructions for destruction of channelizing memoranda in Manual of Rules and Regulations, part II, section 3D, item 8.)

I. DISSEMINATION OF DATA DEVELOPED IN SECURITY INVESTIGATIONS

1. Policy

Proper utilization of information received is foremost among Bureau's responsibilities. Information obtained during investigations should be forwarded to other interested agencies in executive branch unless there are compelling reasons not to do so. Delimitations Agreement and Presidential directives provide for dissemination to other agencies which have present or potential interest information relating to espionage, sabotage, subversive activities, and related matters.

2. Bureau requirements

Because all conceivable situations cannot be anticipated, data below pertains to representative situations which occur frequently. Basic rule is that security information must be furnished promptly to interested agencies in executive branch. Term "interested agency" must be interpreted in light of reason and common sense. Bring any unusual situations to Bureau's attention promptly for consideration.

Considerations affecting national defense in Alaska, Hawaii, and Puerto Rico necessitate broadest possible construction to requirements for dissemination to intelligence services in those areas. See Manual of Rules and Regulations, part II, section 5, pertaining to Bureau's overall responsibilities, policies, and exceptions in dissemination.

a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires each agency to exchange freely and directly with other subscribing agencies all information of mutual interest. Any information developed concerning members of military services must be referred immediately to appropriate military branch having primary responsibility, even though allegations have not been fully resolved or verified. Specifically point out in such instances that information has not been verified. When it is determined security subject is member of armed services, discontinue investigation immediately, advise Bureau, and disseminate pertinent reports locally to appropriate intelligence agency. Dissemination regarding military personnel is not confined to subjects of security investigations but extends to any subversive data developed against member of armed services during FBI investigations. If member of armed forces has been in contact with security subject or any individual or group with security implications, immediately advise appropriate local intelligence service, even though security aspects of contact have not been resolved. Point out in such instances that information is unverified and transmit any additional developments immediately.

NW 88321 DocId:32989529 Page 2033

. Determine during security investigations whether subjects have any close relatives in armed forces. Promptly call such associations to attention of appropriate military intelligence services, together with pertinent data, including reports, on subjects involved. Evaluation of these associations lies entirely within province of military intelligence services, but Bureau must disseminate this information immediately upon receipt. Advise Bureau by letter concerning any subversive contacts or information developed concerning military personnel, including statement as to local dissemination and enclosing LHM setting out subversive data.

b. Aliens and naturalized citizens
Furnish information concerning aliens and naturalized citizens which might have bearing on their deportation or denatualization to Immigration and Naturalization Service (INS). If in doubt, disseminate.

c. Employees of or persons having regular access to key facilities or employees of plants having contracts with military services
See instructions in this section concerning individuals employed in or having access to key facilities.

d. Employees of public utilities (including state and municipal facilities) which are not on key facilities list or otherwise in item c, above, and facilities which are or may become engaged in manufacture of materials vital to national defense
Disseminate locally to Army and other intelligence services if their interest is apparent.

e. Individuals on inactive duty who are members of or hold commissions in reserve branches or National Guard
Disseminate locally to appropriate military intelligence service.

f. Seamen and subjects employed in maritime industry, including longshoremen and water-front employees
Disseminate locally to Coast Guard and, when circumstances dictate, to other interested intelligence agencies, including NISO.

g. Employees of Federal Government within purview of Executive Order 10450
No dissemination of reports in security of Government employees cases may be made in field. If, however, subject is employed in key facility, furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.

h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services
Disseminate locally to intelligence service of military branch involved.

i. Airmen issued certificates by Federal Aviation Administration (FAA)
FAA issues certificates to airmen, defined as persons in command or acting as polot, mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish to Bureau subversive data concerning such persons by report or LHM. In cover communication, recommend such data be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

NW 88321 DocId:32989529 Page 2034

[j. Dissemination to Secret Service
Under agreement between FBI and Secret Service concerning Presidential protection dated 2-3-65 (set out in entirety in section 102, volume IV, of this manual), reports are disseminated to Secret Service in all security index cases. Furnish Bureau extra copy of reports in these cases.

(1) Secret Service must be advised of reason or reasons for referral; that is, statement of class or classes in appendix B of agreement which applies to subject. Use FD-376, which serves as letter of transmittal for both local and SOG dissemination. Forward original and one copy to Bureau. Maintain copy in case file and upon transfer of origin, furnish copy to new office of origin. Be certain individual is properly categorized. When subject is being recommended for security index, withhold dissemination pending Bureau approval only if subject is in category 3 of agreement. Make prompt dissemination of information developed on subjects other than those in category 3.

(2) If subject of prior investigation is being recommended for security index, do not disseminate prior reports. Prepare LHM containing pertinent information previously developed and disseminate to Secret Service with current report. Forward copies of LHM to Bureau for SOG dissemination.

(3) FD-376 should accompany LHM submitted in priority III cases.

(4) After initial dissemination to Secret Service in security index cases, as changes occur in residence and employment, advise Secret Service locally and furnish two copies of LHM, containing reference to previous communication disseminated to Secret Service, to Bureau for SOG dissemination. FD-366 may be used for this purpose.

(5) When reporting changes in residence and/or employment of Chinese and Cuban aliens on security index, disseminate to Secret Service, advise INS locally, and furnish four copies of LHM to Bureau for SOG dissemination. Copy furnished INS locally and two copies furnished Bureau should reference last communication to INS.

(6) For instructions pertaining to dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.

(7) Upon transfer of office of origin in these cases, old office of origin is to furnish Secret Service locally with subject's new residence and business address and advise Bureau this has been done by submission of two copies of LHM disseminated locally. New office of origin need take no action regarding dissemination to Secret Service until further changes occur in subject's status or preparation of next periodic report.

k. Dissemination at Bureau
There are situations in which dissemination is made only at Bureau. Do not disseminate information to any field branch of another Government agency where security measures are inadequate. In these instances bring data to immediate attention of Bureau for SOG dissemination. In addition, Atomic Energy Commission receives reports only through Bureau. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including State Department, only at SOG.]

NW 88321 DocId:32989529 Page 2035

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.

III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.

IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

(4) Individuals traveling abroad (Also consider section 105G, volume IV, of this manual.)

When information is received indicating that[(1) a subject of a current security investigation, (2) a subject whose name is included in agitator index or priorities I or II of security index, or (3) where information available indicates a subject of a past security investigation may be a "sleeper" or in an underground capacity, or where current information otherwise would indicate a need to effect foreign coverage,] intends to travel abroad or has already departed this country for foreign travel, take following action:

(a) Immediately advise the Bureau by letterhead memorandum setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. Include in the letterhead memorandum a full description of the subject, including all aliases, and in the case of Chinese and Korean subjects Chinese telegraphic code and Korean telegraphic code numbers, as well as a concise resume of available subversive data regarding the subject. Do not delay in advising the Bureau of the actual or intended travel while developing the details of the travel as time is of the essence in this matter.

(b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

NW 88321 DocId:32989529 Page 2036

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 2037

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 2038

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 2039

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 2040

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 2041

(D) When the office of origin for a security index or reserve index A subject against whose identification record a notice has been placed is changed, form FD-128 submitted to change office of origin should show that a security flash notice has been posted with Identification Division. An extra copy of form FD-128 should be specifically sent to Identification Division in order that its records will show new office of origin to which future records will be submitted.

(E) Cancel a security flash notice when (1) it is learned that subject of such is deceased or (2) such subject is determined to be no longer of security interest. Do not cancel security flash notice when a subject is removed from security index solely by application of security index criteria.

NW 88321 DocId:32989529 Page 2042

(j) Physical description

I. Obtain and report a detailed physical description.

II. During the course of the initial investigation in any security-type case, including espionage and nationalistic tendency cases, the physical characteristics and description of the subject shall be determined or verified by personal observation. It is not necessary to observe personally the subject of any case where preliminary investigation determines the basis for opening the case is unfounded.

III. The subject should be personally observed, if possible, early in the investigation after it is determined that a complete investigation is warranted to develop the extent of a subject's subversive activities and to consider whether the subject's name should be added to the security index. This action should be taken in the course of developing background information to determine the true identity and existence of the subject and to assist in establishing that the subject of the investigation is the person against whom the subversive allegations have been made. Each subject should be personally observed whenever a complete security investigation is conducted even though a security index card is not being recommended at the completion of the investigation.

IV. Do not delay the submission of form FD-122 recommending the addition of a subject's name to the security index even though it has not been possible to observe personally the subject if it has been determined through investigation that the subject is dangerous or potentially dangerous.

V. If a security index card is not being recommended after all logical investigation has been conducted and it has not been possible to observe personally the subject during the investigation, the case may be closed even though this has not been done. If a security index card has been recommended and prepared and it has not been possible to personally observe the subject, the case shall remain open until such time as the subject is personally observed, except when it has been determined that the subject is residing outside the U. S. or Puerto Rico, in which event the case may be closed if there is no other pending investigation and the matter should be followed administratively to be certain that the subject is personally observed upon his return to this country.

(k) Photograph

I. Reasonable efforts should be made during the investigation of a security subject to obtain a photograph of the subject through usual sources.

II. Cases on security index subjects are to be maintained in a pending status until such time as a suitable photograph is obtained unless circumstances dictate otherwise, in which case the Bureau should be advised. Once a photograph has been obtained, continue to be alert for the existence of more recent photographs which may become available.

[[[III. [Forward a copy of photographs of security index subjects to the Bureau for dissemination to U. S. Secret Service headquarters.]

NW 88321 DocId:32989529 Page 2043

(B) During first contact, interviewing Agent will introduce himself as a Special Agent of FBI by use of credentials or badge and will open conversation by using an appropriate pretext or by reciting Bureau's responsibilities in security field and asking subject whether he can be of assistance to Government. If individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during initial contact about his own activities in order to further ascertain extent to which he will cooperate. This original interview is for sole purpose of allowing Agent to determine whether individual being interviewed might be cooperative.

(e) Prior Bureau authority

I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted

II. Closed cases where subject is on security index and no prior interview has been conducted

III. Subjects of investigations requested by Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.

IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.

V. Security subjects who have publicly disclosed previous contacts

VI. Subjects of section A reserve index cards

In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation. This does not relieve you of responsibility of submitting reports in security cases when due.

VII. Request for Bureau authority for interview should be set forth in first paragraph of letter [(after reference)] and unless you are recommending a special manner or procedure for conducting interview, paragraph should contain following statements:

"Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as a PSI."

Form FD-336 contains above statement and may be used in requesting Bureau authority for interview.

Above statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.

NW 88321 DocId:32989529 Page 2044

VIII. Letters requesting Bureau authority for the interview must contain the following information, if available:

(A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health

(B) Marital status. If married, the occupation, employment, and race of the spouse.

(C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.

(D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation.

(E) Membership or affiliation of any other close relatives in subversive groups

(F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse

(G) What is expected to be gained by the interview

IX. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.

X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.

XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.

XII. Upon receipt of Bureau authority, the interview must be conducted within[45]days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next[45]days. At the end of the second[45-day]period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.

(f) Preparations for and conduct of interviews

I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.

II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

NW 88321 DocId:32989529 Page 2045

XI. Inform subjects connected with labor unions that Bureau is not interested in employee-employer relations and is concerned only with obtaining information on infiltration of labor unions by subversive elements.

XII. Furnish no information and make no statements to a person being interviewed which might later be used to embarrass Bureau. Agents should not allow themselves to be interviewed by interviewee or to be placed in a position of answering questions instead of asking them.

XIII. Terminate immediately an interview if subject proves to be hostile or uncooperative on initial contact.

XIV. Exploit a subject's knowledge to utmost if he is found to be willing to furnish information of value.

XV. Questions asked of a subject being interviewed should be so worded as to require an admission or denial of all pertinent items of subversive information developed during prior investigation unless to do so would expose investigative techniques or security informants.

XVI. A cordial and friendly attitude alone on part of a subject should not be construed as evidence of cooperation insofar as potential dangerousness is concerned when he fails to admit or furnish substantially same subversive information verified through previous investigation.

XVII. Inform subject that we are interested in interviewing him in great detail and arrange to conduct interviews over as extended a period of time as necessary to develop matter fully. Conduct necessary investigation or research to verify or add to what is being developed on interview. Request information from other offices or Bureau to assist in interview if needed.

XVIII. Reduce information obtained to a signed statement if subject willing that this be done.

XVIX. Determine willingness to testify to information furnished in possible future Federal proceedings.

XX. Consider possibility of developing these individuals as informants. If possibility is apparent, pursue matter with view to establishing subject as a reliable source in subversive movement with which he has been connected.

XXI. When no information is developed during course of an interview which would affect a subject's status, submit results thereof in letter form immediately following interview and also in next report submitted in case. At least one report will be submitted in each case in which a subject is interviewed with Bureau authority. In case of an individual employed in or holding a sensitive position enumerated in 87D 6b (7) (e) IV above, results of all interviews must be submitted promptly in report[or letterhead memorandum]form, [depending on priority designation,]until such time as he begins to cooperate as a security informant or a source.

XXII. Report information regarding subject's admissions of his own subversive activities and associations and set forth a statement to effect that he did or did not furnish information regarding subversive activities of others.

XXIII. Report statements of denial regarding subject's subversive activities developed through prior investigation and follow by a brief summary statement of past subversive activity which is being denied by subject.

NW 88321 DocId:32989529 Page 2046

XXIV. Letter transmitting results of an interview must contain:
(A) A definite statement or conclusion of interviewing Agents as to cooperativeness of subject
(B) Whether information furnished by him coincides substantially with information developed against him
(C) Reasons for the conclusions
(D) Statement as to subject's availability as a potential witness and evaluation of subject's potential as an informant or confidential source
(E) Further contacts contemplated
(F) Recommendation that security index card be canceled when it is determined from statements furnished by a security index subject regarding his subversive activities and associates, considered with other known information and factors, that subject is no longer to be considered dangerous to internal security in time of an emergency

XXV. Above instructions shall not preclude immediate interview of subject of a security-type investigation who contacts a Bureau representative and expresses a desire to furnish information concerning subversive activities. They do not apply to an interview of a person once he is an established informant or confidential source.

[XXVI. Reinterviews with security index subjects should be considered on a systematic basis. This may be done by
[considering a recontact when it is necessary[to review
[case or submit appropriate periodic communication to Bureau.]

(g) Maintenance of file on defected subjects
I. A dead file should be maintained for reference purposes in those offices having sufficient volume of security work to justify such action.
II. Copies of memoranda designated for individual case files should be routed to this file. Such memoranda to contain:
(A) The background of the defectee
(B) Type of information he may furnish
(C) Period covered by this data

NW 88321 DocId:32989529 Page 2047

(D) Whether or not defectee available for interview by all Agents

(E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectees were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

(a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection

(b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.

(c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.

(d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection

(e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

NW 88321 DocId:32989529 Page 2048

(3) Arrangement
[This index is to be maintained[by each field office]in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

(a) Section A

Section A of reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within security index criteria but who, in a time of national emergency, are in a position to influence others against national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting standards for inclusion in reserve index and who fall within following categories:

(A) Professors, teachers, and educators
(B) Labor union organizers or leaders
(C) Writers, lecturers, newsmen, entertainers, and others in mass media field
(D) Lawyers, doctors, and scientists
(E) Other potentially influential persons on a local or national level
(F) Individuals who could potentially furnish material financial aid

II. Inclusion[or deletion]of names in reserve index (section A)[must be approved by SAC.

(A) Reserve index (section A) will be maintained strictly by each field office. When a subject's name has been deleted from security index, consideration should be given to including his name in reserve index (section A). Upon approval by SAC for inclusion of an individual's name in section A of reserve index, two cards will be made, one card to be filed in your office and one card to be filed away from headquarters city at same location as extra set of security index cards is now stored.]

(B) [Deleted]

III. Field office file of a reserve index A subject should be reviewed whenever informant information or other information is channeled to file. A determination should be made as to whether additional investigation is warranted and whether current information is sufficient for inclusion in reserve index.

NW 88321 DocId:32989529 Page 2049

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
(A) Changes in data appearing on section A reserve index cards should be[forwarded to clerk in each field division handling these cards.]
(B) [Deleted]
(C) Changes in office of origin are to be handled by submission of form[FD-128.] Forward section A cards to new office of origin. [Where necessary pertinent information should be forwarded to new office of origin through preparation of a succinct letterhead memorandum which will be forwarded by appropriate cover communication.
(D) In preparing a succinct letterhead memorandum for purpose of transmitting pertinent information to new office of origin, yellow file copy for office preparing this memorandum must contain notations as to exact location of all original information contained therein. Statements should be included in cover communication transmitting succinct letterhead memorandum indicating that original source information has been noted on office file copy.]

(b) Section B
I. This section is to contain names of all other individuals included in reserve index. This section is to be maintained only in field office. File of a reserve index B subject should be reviewed whenever informant information or other information is channeled to file. A determination should be made at that time as to whether additional investigation is warranted.
II. Changes in office of origin are to be handled by submission of form[FD-128 as set forth concerning section A of reserve index.] Forward section B cards to new office of origin.

NW 88321 DocId:32989529 Page 2050

(4) Content
(a) Each card in section A and section B should contain, as a minimum, the following:
I. Name and aliases
II. Race
III. Sex
IV. Organizational affiliation or nationalistic tendency
V. Citizenship
VI. Residence
VII. Employment
VIII. Birth data
IX. Office file number
X. Letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section 134B, item 2, volume IV, of this manual
(b) In addition, membership and position or association in a subversive group or groups, together with source and date of information, may be added.
(5) Removal and deletion of cards
(a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
[(b) [Deleted]

b. Security index
(1) Purpose
(a) Security index cards are prepared and maintained by Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to internal security of country in event of a national emergency.
(b) It shall contain names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations or who are black nationalist extremists and who will be apprehended upon receipt of instructions from Attorney General.
(c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within scope of security index criteria.
(d) Action shall be taken against individuals included in security index only upon authorization of warrants of arrest by [Attorney General.

NW 88321 DocId:32989529 Page 2051

(e) Names shall be included in security index only when investigation has established and reports show sufficient facts and evidence to justify inclusion of each subject in security index.

(f) Contents of security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.

(g) Matters pertaining to security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.

(h) General operation and content of security index must not be discussed by field personnel of Bureau without prior Bureau authority.

(i) Matters pertaining to security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.

(2) Determination of dangerousness of an individual

(a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon contribution he has made or is making in advancement of principles and aims of subversive movement with which he is connected or his subversive potentialities in event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to best interests of U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness; however, regardless of evidence of subversive affiliation, all evidence developed during course of a security investigation must be carefully weighed for purpose of determining whether subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.

Among such factors are:

I. Long continued membership in a subversive organization

II. Affiliation with or attendance at training schools, especially leadership schools

III. Frequent or regular attendance at organizational meetings and functions

IV. Subscriptions to publications of a subversive organization

V. Possession of or continued study of revolutionary literature

VI. Preparation or distribution of subversive propaganda and/or literature

VII. Holding positions in subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty

VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

NW 88321 DocId:32989529 Page 2052

(b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Forward original and one copy to Bureau and place one copy in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on security index card which is not in subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in opening paragraph option. FD-122 is submitted with abstract when used to recommend subject for inclusion in security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

(c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Complete justification for designated priority level for apprehension must be included. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.

(d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in appropriate communication closing case showing reasons for decision.

(e) Security index cards shall be recommended by and maintained by office of origin only.

(f) A current[summary]report must be in possession of Bureau when subject is recommended for security index.

(g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by Bureau and if approved to disseminate a copy of report to Secret Service in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau and if approved to disseminate copy of report to Secret Service. In latter instance, upon receipt of security index card and following local dissemination to Secret Service, case may be closed administratively.

(h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

NW 88321 DocId:32989529 Page 2053

(i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.

(j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with Communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."

(k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.

(l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).

(5) Content and appearance of security index card

(a) Data to appear on face of card

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted showing the correct data to be placed on the security index card.

II. Race

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others including Orientals (except Chinese), American Indians, etc.)

NW 88321 DocId:32989529 Page 2054

III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	American Socialist Clubs	ASC
	American Workers' Communist Party	AWC
	Anarchist	ANA
	Black Nationalist	BNT
[	[Black Panther Party	BPP]
	Communist Party, USA	COM
	Johnson-Forest Group	JFG
	Minutemen	MIN
	Nation of Islam	NOI
	Nationalist groups advocating independence for Puerto Rico	PRN
	Progressive Labor Party	PLP
	Proletarian Party of America	PPA
	Revolutionary Action Movement	RAM
	Socialist Workers Party	SWP
	Spartacist League	SPL
	Student National Coordinating Committee	SNC
	Students for a Democratic Society	SDS
	Workers World Party	WWP
	Bulgarian	BUL
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	Romanian	ROM
	Russian	RUS
	Yugoslavian	YUG
VI.	Priority designation	
	Priority I	P I
	Priority II	P II
	Priority III	P III
VII.	Top functionary designation (where applicable)	
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number obtained from Department of Defense Key Facilities List and abbreviation denoting agency having security responsibility for key facility (where applicable)	
XII.	Residence address	

NW 88321 DocId:32989529 Page 2055

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.

XIV. Field office file number

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

(C) Photograph, with date taken placed below. This photograph is to be the most current or best likeness of subject.

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special, and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The 5- by 8-inch security index cards are printed by automatic data processing and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

NW 88321 DocId:32989529 Page 2056

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

(a) The data recorded on security index cards shall be in an up-to-date status at all times.

(b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of security index subjects in priority I must be checked at least once each three months. The residence and business addresses of all other security index subjects must be checked at least once each[year,]except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country, including Cuba since 10-1-60) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every[ninety]days. The case of any security index subject who is out of the country must be followed at least[once each year]to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone once each six months for those individuals in priority I and once[every two years] for all other subjects. Pretext means may be utilized during other periodic checks conducted either personally or through appropriate sources.

(c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.

(d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.

(e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.

NW 88321 DocId:32989529 Page 2057

(f) Project of verifying addresses of security index subjects shall be handled by reopening and assigning cases for verification and closing cases administratively upon accomplishment of verifications. [In priority I and priority II security index cases, verification of residence and employment should be conducted at time of submission of investigative reports and should be included therein.

I. In priority III security index cases, verification of residence and employment should be recorded on FD-154 and placed in case file. Such information may be included in letterhead memorandum when prepared.]

(8) Changes, additions, and deletions of data appearing on security index cards

(a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, priority designation, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.

(b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.

(c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.

(d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.

(e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

(f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reserve side of geographical cards."), action to be taken includes:

I. Check accuracy of data on cards.

II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them, and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.

III. File third card in alphabetical section of security index.

IV. Destroy old cards.

NW 88321 DocId:32989529 Page 2058

(9) Movement of subjects between offices and transfers of security index cards

(a) Subjects of security index cards

I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify new address must be transmitted to office of origin within two weeks.

II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.

III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title and priority level designation.

IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference number, agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

V. Where security index flash notice has been placed with Identification Division, notation to that effect must appear on FD-128 and extra copy of FD-128 must be specifically designated for Bureau marked for attention of Identification Division so that those records will show new office controlling existing security index flash notice.

VI. Old office of origin will submit current report[in priority I and priority II security index cases and a succinct letterhead memorandum in priority III security index cases.]

Submission of FD-128 should not be delayed solely for preparation of report[or letterhead memorandum]when office of origin is to be changed, but notation should be made on FD-128 that old office of origin is preparing [appropriate communication.]

[Old office of origin is responsible for furnishing Secret Service locally with subject's new residence and business address.]

Case will remain pending in both old and new offices of origin until report[or letterhead memorandum]is submitted by old office of origin. New office of origin is responsible to follow matter until[completed.]

[In Priority III security index cases, a succinct letterhead memorandum should be prepared setting forth all pertinent information for Bureau and new office of origin. If applicable, information contained therein may be summarized. Yellow file copy retained by old office of origin must contain notations indicating exact location of all original information which has been set forth or summarized in letterhead memorandum. Cover communication transmitting such letterhead memoranda must contain a statement indicating that such notations have been made.]

NW 88321 DocId:32989529 Page 2059

VII. New office of origin is to review pertinent material received with FD-128, as well as pertinent information in files of new office, to determine whether additional investigation is warranted. If no additional investigation is warranted, advise Bureau by letter that case is being placed in a closed status.

VIII. Upon receipt of FD-128, office covering new address of subject will be office of origin with no other communication necessary in this regard. New office of origin will place its file number on security index cards received and place them in security index of that office.

IX. Upon receipt of new security index cards from Bureau with copy of FD-128, new office of origin is to transfer information from reverse side of old geographical cards to two of the new cards, appropriately file new cards, and destroy old cards.

(b) Top functionaries

Mechanics of transferring cases for all security index subjects as described above shall apply to top functionaries. Additional procedures in this category are:

I. Notification to Bureau of deletion of subject as top functionary in old office of origin will be handled merely by designation in space provided on FD-128 that subject was top functionary.

II. Upon receipt of form FD-128, new office of origin shall automatically designate subject top functionary and continue case in an assigned pending status until investigation is completed. After investigation is completed and a summary report has been submitted by old office of origin, case may be placed in a pending-inactive status. Within three months, new office of origin is to conduct active investigation, submit investigative report on subject, and advise Bureau concerning continued designation of subject in this category.

NW 88321 DocId:32989529 Page 2060

(c) Subjects tabbed for priority
Security index card shall continue to be tabbed for priority apprehension in new office of origin until such time as it is determined by receipt of information by that office that priority designation is not warranted under provisions of 87D 7b (11) below.

(d) Subjects not included in security index

I. Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. FD-128 should show full title.

II. Enclose copies of all investigative reports and other pertinent serials with copies of FD-128 to new office of origin.

III. New office of origin is to investigate or advise Bureau that case closed if no action warranted

(10) Cancellation and removal of cards from active security index
SAC shall personally recommend removal of any name from security index under conditions set out in 87D 7b (4).

(a) Death of subject
Destroy security index card without Bureau authority, but advise Bureau by letterhead memorandum.

(b) Permanent departure from Bureau's jurisdiction
Upon learning of departure of a security index subject from U. S. or Puerto Rico for a foreign country, immediately ascertain conditions surrounding his departure.

No security index card shall be canceled by reason of a subject's departure for a foreign country unless that subject is an alien who has permanently departed either voluntarily or as a result of deportation proceedings. In such instances security index cards will be canceled only after subject's departure has been verified as being permanent. If a U. S. citizen who is included in security index and who has been out of country is found to have renounced his citizenship and taken citizenship of a foreign country, his security index card may be canceled only after it has been determined that he does not intend to return to U. S.

Recommendations to cancel security index cards of such subjects shall be made by letter directed to Bureau. Cards shall be canceled only after receipt of advice from Bureau that Bureau's security index cards have been canceled.

(c) Imprisonment of subject
Security index cards shall not be canceled by reason of a subject's having been imprisoned regardless of length of time he will be incarcerated. Cards of such subjects shall be placed in unavailable section of security index and cases handled thereafter in accordance with instructions set forth in 87D 7b (6) (b) IV above.

(d) Induction of subject into armed forces
Security index cards of subjects who have been inducted into armed forces of U. S. are to be placed in inactive section of field security index. Follow procedure set forth above under 87D 7b (6) (b) (V).

(e) Security informants
Security index card of any subject who is developed as a security informant should be canceled. In requesting Bureau's permission to designate such a subject as a security informant, direct Bureau's

NW 88321 DocId:32989529 Page 2061

attention to existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning cancellation of card. Card may be destroyed upon receipt of Bureau authority to designate subject as a security informant.

(f) Subject no longer dangerous or potentially dangerous
Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in security index, information is received or investigation develops information indicating that he is no longer a threat to internal security by reason of physical condition, defection or expulsion from subversive movement, membership in or affiliation with which was reason for placing him in security index. Such defection may be shown by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to principles of subversive movement. Latter may manifest itself in declarations by a subject in presence of confidential informants or other sources, statements to press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be canceled, advise Bureau by letter of results, together with a recommendation for cancellation which must be approved by Bureau.

(g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection
As security index cases are reviewed upon reopening in field, there will be instances in which removal will be required by application of security index criteria set out in 87D 7b (3). With passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

[When]recommending removal of a subject's name from security index,[consider]if facts in case warrant inclusion of subject's name in section A of reserve index.

Follow procedures[set out hereafter for]those individuals not being recommended for inclusion in section A of reserve index:

I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in field, retain security index cards pertaining to such subjects bearing descriptive matter on reverse sides; i.e., cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

NW 88321 DocId:32989529 Page 2062

II. Mark canceled across face of each card being retained and file in the reserve index, section B.

[III. Above instructions do not apply[to]individuals removed from security index based upon activity in Nation of Islam. Security index cards in such cases should be destroyed.

(h) Subjects of Chinese extraction

In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on security index following a recommendation submitted in accordance with instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in least possible time prior to others in security index.

[Individuals in security index tabbed priority I and[possibly] priority II would be arrested first in event of a limited but grave emergency, probably without arrest of other security index subjects.

[In an all-out emergency,[secondary consideration for appre-
[hension will be given to]all subjects whose names are[in-
[cluded in priority III of security index.]

Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendenceis.

(b) Subjects to be tabbed priority

I. Each security index subject should be considered for priority I tabbing who falls within one or more of following categories:

(A) All top functionaries

(B) All individuals considered to be hard core national and state basic revolutionary organization leaders and those leaders of other subversive organizations and unorganized groups and individuals who have indicated a propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare. Examples of activities of individuals who should be included in this priority are as follows:

i. Activity as organizers or leaders in the organization

ii. Special training at Lenin School or Far Eastern Institute in Moscow

iii. Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations

iv. Violent statements or strong revolutionary tendencies as shown by their activities

NW 88321 DocId:32989529 Page 2063

v. Persons active in Communist Party or other organization underground apparatus

vi. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict individual as a potential saboteur, espionage agent, or disruptionist in event of an emergency

(C) Individuals employed in or having access to key facilities

II. Security index subjects considered for priority II

(A) All individuals who are considered to be of second level leadership of basic revolutionary organizations and other subversive organizations and individuals who present a significant threat but are in less influential positions than those in priority I

III. All other individuals on security index will be tabbed priority III.

(c) Recommendations for and removal of priority designation

I. Approval of SAC
Designation of each subject as to priority or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor.

II. When form FD-122 is submitted recommending either tabbing for priority or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which recommendation is based.

(d) Administrative procedures for handling priority program
Take following action to assure that security index cards for subjects tabbed for priority of apprehension will be readily available for emergency action in your office:

I. Geographical section
Divide geographical section of security index into three distinct parts.

(A) Part I of geographical section shall include only security index cards for subjects who are tabbed priority I.

(B) Part II of geographical section shall contain security index cards for all subjects that are tabbed priority II.

(C) Part III of geographical section should contain security index cards for all subjects who are tabbed priority III.

(D) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I, II, and III.

(E) Priority cards will be the following colors: priority I - beige, priority II - green, priority III - white.

II. Alphabetical section

(A) [Alphabetical section will be broken down into two groupings. First group will include priority I and priority II security index cards filed in strict alphabetical order. Second group will contain all priority III security index cards filed in strict alphabetical order.]

(B) Priority tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "P I," "P II," or "P III" in first line on cards.

NW 88321 DocId:32989529 Page 2064

(e) General

I. Tabbing of cards

The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab.

II. Removal from priority I and priority II

Careful analysis must be made of each case in which deletion from priority I and priority II is proposed. For instance, when a subject is being removed from priority I or priority II tabbing, file review may well disclose that subject qualifies for priority tabbing for reasons covered in 87D 7b (11) (b).

c. Individuals employed in or having access to key facilities

(1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

(b) Verification of key facility status of place of employment

Department of Defense Key Facilities List (maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

NW 88321 DocId:32989529 Page 2065

agency responsible for such action. Forward such data to Bureau and include in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index
In recommending key facility employee for inclusion in security index, FD-122 is to contain:
(a) Key facility geographical reference number
(b) Abbreviation for agency having security responsibility. The Department of the Army has been designated agency having security responsibility for all key facilities.
(c) Abbreviations for other agencies known to have classified contracts with key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
[(d) [Recommendation that individual be designated as priority I
[security index subject]

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) Dissemination
Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with exception of classified contracts with Atomic Energy Commission, such information should be furnished to Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory security information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon circumstances, with a request that Bureau consider advisability of disseminating it.

Disseminate copies of each report to local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

NW 88321 DocId:32989529 Page 2066

classified contracts with the key facility. Copies of reports for the Marine Corps should be disseminated locally to NISO.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

[After all active investigation conducted, place in a[pending-
[inactive]status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility or with other reliable sources to determine whether subject has access to classified or restricted material.

[[(Also see Manual of Rules and Regulations, part II, section 4D,
[item 2a, (6), and section 4M, item 4, for instructions concerning
[synopses and classification of reports in key facility cases.)]

d. Top functionary program

(1) General

Purpose of top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups, subversive organizations, or unorganized groups who have indicated a propensity for violence.

(2) Definition of top functionary

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement. This also applies to an individual, either a member or a nonmember of other subversive organizations or unorganized groups, who would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in the organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements. Black nationalist extremists whose importance justifies continuous investigative attention should be considered for designation as top functionaries.

(3) Manner of designation of top functionary

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement and other subversive movements. Top functionaries are to be included in priority I and reports are to be submitted in accordance with 87D 7f (2).

NW 88321 DocId:32989529 Page 2067

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

[f. [Submission of and general rules concerning security reports]

(1) General

[[Submission of summary reports should not be delayed for the
[purpose of conducting current investigation in previously
[closed cases, but appropriate leads should be set out.]
[

NW 88321 DocId:32989529 Page 2068

Cases of all security index subjects must be reopened or placed in a pending status for purpose of preparing investigative reports in accordance with schedule outlined in 87D 7f (2) and (7).

Office indices and any material channelized to case file since most recent report should be reviewed and case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in light of security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Schedule of submission of reports
Reports shall be submitted on individuals designated for priority as follows:
(a) Priority I - annually
(top functionaries - annually)
(b) Priority II - annually
(c) Priority III -[initial report recommending individual for priority III of the security index must be a summary-type investigative report. Once individual is approved for priority III, subsequent information may be furnished by letterhead memorandum with no investigative report being required.

Each field office will be responsible, however, to insure that all pertinent developments regarding priority III subjects are furnished to Bureau.]

(3) Origin
Office of origin will be that office covering territory in which subject's subversive activities occur. In most instances this will also be office in which territory subject resides and is employed. In those cases in which subject's subversive activities take place in territory of an office other than office covering place of residence and/or employment, office of origin shall be that office which can best cover subversive activities of subject.

(4) Classification
(a) 100 - for individuals affiliated with basic revolutionary and front organizations of Marxian ideology
(b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character
(c) 157 - Nation of Islam and other black nationalist matters

(5) Title
Only one subject shall be carried in title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

NW 88321 DocId:32989529 Page 2069

(6) Character

(a) Top functionaries

Internal Security (or Racial Matters if subject is a black nationalist) - followed by letters designating organizational affiliation or nationalistic tendencies. Examples:

Internal Security - C
Internal Security - SWP
Racial Matters - NOI

(b) Others

Security Matter - followed by letters designating organizational affiliation or nationalistic tendencies. Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a top functionary, character shall be changed from internal security to security matter in first[communication]following deletion and all subsequent [communications.] When a security matter subject is designated a top functionary, first report after designation and all subsequent reports shall bear internal security character. Communications regarding subjects who are employed in key facilities should bear words "Key Facility" in character. Communications regarding subjects who are members of Communist Party, USA, National Committee should bear words "National Committee" in character. Black nationalist investigations and racial matters should be given character set out in section 122, volume IV, of this manual.

(7) Status

All cases shall be carried in a pending status until all active investigation required by preceding instructions has been conducted. Thereafter, status shall be as follows:

(a) Top functionaries

I. Pending inactive

(A) Reports are to be submitted annually. Forty-five days prior to date a report is due, each such case shall be placed in a pending-active status for preparation of report so that report can be submitted at designated time.

(b) Key facility cases

Key facility cases are to be maintained in pending-inactive status. (See 87D 7c (4).)

(c) Other security index subjects

I. Closed

(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of a periodic investigative report according to priority designation[for priority I and priority II.] If, following investigation, no subversive data is developed and only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter (form FD-400) to Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. Cases shall be opened and assigned 45 days prior to date periodic report is due.

NW 88321 DocId:32989529 Page 2070

[[(B) Each priority III security index case must be opened for verification of residence and employment on an annual basis. In connection with this verification, case file must be thoroughly reviewed for any necessary action including a reevaluation of subject's status. This will include removal from priority III or possible redesignation as a priority I or priority II security index subject.

[Where necessary, pertinent information may be submitted to Bureau or other field offices through preparation of a letterhead memorandum. When pertinent information is submitted to Bureau for dissemination to interested agencies of executive branch of U. S. Government, forms FD-305 and FD-376 should accompany cover communication transmitting letterhead memorandum. (Refer to 87D 7a (3) (a) IV (D) for instructions regarding change of office of origin.)]

(d) Cases of subjects recommended for security index
  I. Pending inactive
    (A) If all active investigation completed at time FD-122 forwarded to Bureau
    (B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.
  II. Closed
    (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
    (B) Thereafter follow by administrative tickler for investigative report as in (c) above.

(e) Subjects not in security index who are not to be included therein
  I. Closed
    (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(8) Content
  (a) In order to insure completeness of investigation, following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.
    I. Background
      (A) Birth date
      (B) Citizenship status
      (C) Education
      (D) Marital status
      (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
      (F) Identification record
      (G) Employment
      (H) Residence
      (I) Status of health (if known)
    II. Connections with Communist Party, other basic revolutionary groups, front groups, black nationalist extremist groups, and/or other subversive organizations or unorganized groups
      (A) Information concerning admission to revolutionary group including sponsors, etc.
      (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 2071

(j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, period of time involved must be shown, as well as inclusive dates of informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. Narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

(k) Above instructions in no way remove responsibility for reporting all items of pertinence to Bureau, bearing in mind fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for reporting in detail of information tending to establish a subject's knowledge of basic aims and purposes of subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In documentation of narrative statements, set forth location of original documents in field office files by file number and serial scope.

(9) Administrative data

(a) General

All references to following items, all administrative in nature, should be contained in cover pages accompanying reports:

I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, top functionary status, security index flash notices (FD-165), forms FD-122 and FD-128, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature.

NW 88321 DocId:32989529 Page 2072

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, cover pages accompanying report shall include as last page form FD-305, appropriately checked, which form contains items pertaining to following:

(A) That subject's name is included in security index or agitator index

(B) That data appearing on security index card or agitator index card is current

(C) That FD-122 or FD-397 has been submitted to Bureau where security index card or agitator index card changes are necessary

(D) That a suitable photograph is or is not available and date photograph was taken

(E) That subject is employed in a key facility and agency charged with security responsibility is specified and that agencies interested in that facility are specified

(F) Reason for classifying report

(G) Dates subject was previously interviewed and reason for not reinterviewing subject

(H) That subject no longer meets security index or agitator index criteria and a letter has been directed to Bureau recommending cancellation

(I) That subject's case has been reevaluated and reasons are set forth as to why subject's activities continue to fall within security index or agitator index criteria

(J) That subject's security index card is designated priority I, priority II, or[priority III]and reasons why subject's activities warrant such designation

III. Form[FD-305 appropriately completed is also to be attached to cover communication submitting letterhead memorandum in priority III security index cases.]

(b) Documentation of reports

I. [Complete documentation of all reports is required. This also applies to succinct letterhead memoranda submitted in priority III security index cases and other similar letterhead memoranda where necessary. In this regard, see 87D 7a (3) (a) IV D.]

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in cover page(s) accompanying report to Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During preparation of summary reports, it is often found that information being included in a report was originally obtained by another office and all of necessary information for complete documentation will not be in possession of office preparing report. In such an instance, if office preparing report is in possession of photostats of documents obtained by other offices and identity

NW 88321 DocId:32989529 Page 2073

In case of individual subject of prior investigation who is currently being recommended for security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with current report. Copies of this letterhead memorandum should be forwarded to Bureau for dissemination at headquarters level.

[FD-376 should also accompany succinct letterhead memoranda submitted in priority III security index cases.]

After initial dissemination to Secret Service in security index cases, as changes occur in status of individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of letterhead memorandum to Bureau for dissemination at SOG. Form FD-366 may be used for this purpose. Letterhead memorandum should contain a reference to previous communication disseminated to Secret Service.

When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on security index, in addition to dissemination to Secret Service, also advise Immigration and Naturalization Service (INS) locally, and furnish four copies of letterhead memorandum to Bureau for dissemination at SOG. Bear in mind in filling out reference that some letterhead memoranda have been expressly prepared for dissemination to Secret Service only and have not been furnished to Department or INS; therefore, copy furnished INS locally and two of copies furnished Bureau should reference last communication to INS.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 134B, volume IV, of this manual.

Upon transfer of office of origin in one of these cases, old office of origin is to furnish Secret Service locally with subject's new residence and business address and advise Bureau that such has been done by submission of two copies of letterhead memorandum disseminated locally. New office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to subject's status or until preparation of next periodic report in case.

(10) Dissemination at Bureau

There are some situations in which dissemination is made at Bureau instead of in field. In majority of instances, information received by FBI should properly be furnished immediately to some other agency within executive branch of Government so that responsibilities of other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of inadequacy of security measures in that branch. In these instances data should be brought to immediate attention of Bureau for dissemination at SOG. An example of latter is, of course, Atomic Energy Commission, which receives reports only through Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including State Department, only at SOG, as set out in 87D 6b (4). Dissemination is also made at SOG to State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities.

NW 88321 DocId:32989529 Page 2074

Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a letterhead memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

NW 88321 DocId:32989529 Page 2075

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2076

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2077

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2078

INDEX FOR SECTION 87D
References are to page.

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2080

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2081

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2082

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2083

out the full extent of the communist influence in racial matters. They should separate words and intentions from actions; mere participation from direct influence; and the bona fide communist from the mere "do-gooder." They should not include information concerning legitimate efforts in the racial movement where there is no communist taint.

b. Information should be reported according to the following outline. All main headings denoted by Roman numerals must be accounted for. If there is no information to report under a particular main heading, the heading should appear, followed by a statement "No information developed."

I. COMMUNIST STRATEGY
   (A) COMMUNIST PARTY, USA
      (1) Plans, strategy, party line, and the like made at national meetings, including expressions by national and other functionaries
      (2) Plans, etc., made at district and lower level meetings, including expressions by local leaders and rank-and-file members
      (3) Plans, etc., as revealed in party publications and other propaganda media, such as written directives, press releases, and the like

      Information under item 3 should be reported by the office covering the origin of the publications, such as the New York Office for ["The Daily World,"] "Political Affairs," and directives from party headquarters; San Francisco Office for "People's World"; etc. Party expressions, oral or written, when directly related to a specific event covered under II, should be included under II.
   (B) OTHER COMMUNIST GROUPS (Such as Socialist Workers Party, Progressive Labor Party, Workers World Party, and the like)

   Under (B), report information under separate numbered subheadings for each organization. Report here information generally along the same lines as for (A) above.

II. COMMUNIST TACTICS
   In this part report information on communist direction and influence of and participation in racial demonstrations, disturbances, drives, boycotts, and any other similar activities with racial overtones. This part will illustrate how communist activities attempt to exploit racial situations and expand communist influence, thus furthering communist objectives. List activities in chronological order with lettered subheadings, such as:
   (A) DEMONSTRATION, CLEVELAND, OHIO, [1-10-68]
   (B) STORE BOYCOTT, YOUNGSTOWN, OHIO, [3-6-68]

   Under each subheading include such information as nature of event; sponsoring and participating groups; total participants; number and identities of subversives involved; specifics as to whether subversives directed, controlled, instigated, or merely participated; whether violence resulted and, if so, whether subversives involved; arrests of subversives and court disposition; and any other information believed pertinent to the overall picture of communist influence. Efforts by supporting groups to avoid communist involvement should also be reported. If a particular event had no communist involvement, it should, of course, not be included in the report.

NW 88321 DocId:32989529 Page 2084

4. Annual Communist Party, USA, organizational and membership survey
Each office is instructed to initiate by February 1 of each year a detailed and analytical survey of the organization and membership of the Communist Party in its territory, results to be forwarded to the Bureau by April 1. Set forth in detail the complete organizational structure of each Communist Party district or state organization including district and county committees, together with the identities of officers from the club through the district level. Identify each Communist Party club and section in the district, together with the identities of individual club members and most recent date each member was so identified. Where identification of an individual is tentative, this fact should be indicated by placing the word "tentative" after the individual's name. Note the informant coverage in each club, as well as on district and county committees, by setting forth the symbol numbers of the informants. In those instances in which no informant coverage exists in a particular club or on a district or county committee, this fact should be noted. In addition, summarize the overall findings by setting forth the estimated Communist Party membership in the field office territory, together with the number of members who have been positively and tentatively identified as such within the immediately preceding 12-month period. Charts and maps should be used in setting forth the geographic distribution of the Communist Party whenever feasible. Offices which are auxiliary offices in investigation of a Communist Party district should furnish the required information to the office of origin for inclusion in its survey by March 15 of each year.

Following the organizational breakdown, each office should critically appraise its knowledge of the Communist Party organization within its division and set forth its comments and recommendations concerning investigative activity to be undertaken to eliminate any weaknesses detected. In those instances in which the disclosed weakness is that of lack of adequate informant coverage, advise in detail of the number of Bureau-approved potential security informants being developed in the particular area, as well as concrete plans to obtain additional informant coverage in the future.

Each survey should contain a statement that all persons identified as members of the Communist Party are listed in the security index, or are informants or sources. Any exceptions should be named and a statement made as to whether the name has previously been furnished to the Bureau for indexing. The status of the investigation of each person listed should be shown.

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York.
   a. Quarterly reports (to reach the Bureau by February 1, May 1, August 1, and November 1) should be submitted by each field office for the purpose of reporting, in a centralized manner, all available information bearing upon the communist influence in racial matters. Included should be information developed under the title of a variety of matters, such as CPUSA, Negro question, communist influence in racial matters; communist infiltration of various organizations, such as the Congress of Racial Equality, Student[National]Coordinating Committee, and the like; investigations of subversive individuals active in the racial movement; investigations of communist fronts and other miscellaneous organizations; and racial disturbances and other racial matters investigated under the racial matter character. Information should be included in these quarterly reports, notwithstanding the fact that it will duplicate reporting in the other substantive matters referred to above. These reports shall be designed to precisely spell

NW 88321 DocId:32989529 Page 2085

III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	American Socialist Clubs	ASC
	American Workers' Communist Party	AWC
	Anarchist	ANA
	Black Nationalist	BNT
	Communist Party, USA	COM
	Johnson-Forest Group	JFG
	Minutemen	MIN
	Nation of Islam	NOI
	Nationalist groups advocating independence for Puerto Rico	PRN
	Progressive Labor Party	PLP
	Proletarian Party of America	PPA
	Revolutionary Action Movement	RAM
	Socialist Workers Party	SWP
	Spartacist League	SPL
	Student[National]Coordinating Committee	SNC
	Students for a Democratic Society	SDS
	Workers World Party	WWP
	Bulgarian	BUL
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	Romanian	ROM
	Russian	RUS
	Yugoslavian	YUG
VI.	Priority designation	
	Priority I	P I
	Priority II	P II
	Priority III	P III
VII.	Top functionary designation (where applicable)	
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UN[illegible]
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number obtained from the Department of Defense Key Facilities List and abbreviation denoting the agency having security responsibility for the key facility (where applicable)	
XII.	Residence address	

NW 88321 DocId:32989529 Page 2086

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.

XIV. Field office file number

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the securi[illegible] index [illegible] being filed in the geographical, speci[illegible] or una[illegible]able sections. Data will not be attach[illegible] the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be aug[illegible] by other data required.

(A) Complete description

(B) Notation that security index flash notice ha[illegible] submitted for posting in Identification Divi[illegible]

(C) Photograph, with date taken placed below. T[illegible] photograph is to be the most current or best likeness of subject.

(D) Dangerous characteristics of subject, includi[illegible] notation if subject possesses firearms

(E) Other data which will assist in effecting app[illegible] hension of subject, such as directions to re[illegible]ce or employment, where subject not situated i[illegible] [illegible]l locations, listing of number of minor childr[illegible] and aged dependents

II. If descriptive data have not been obtained, case mu[illegible] be kept pending and investigation conducted to devel[illegible]p this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special, and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record informatio[illegible] [illegible]t a security index subject has been physically [illegible]rved. Des[illegible]riptive data developed during observat[illegible] [illegible] the sub[illegible]ect should be noted on FD-186 for post[illegible].

(6) Arrangement [illegible] the security index

(a) At Bureau

The entire secur[illegible] index is maintained at the [illegible]ureau through the util[illegible]tion of IBM tabulating cards. The [illegible] 5- by 8-inch sec[illegible]y index cards are printed by automatic data processing a[illegible] transmitted to the field. Through th[illegible] use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become nece[illegible] for administrative purposes at [illegible] [illegible]ureau. This procedur[illegible] makes it possible to maintain the content of the security index in the field and [illegible] the Bureau in an identical condition at all times.

An alphabetical break[illegible]n of the ~~true~~ names and all aliases of security index su[illegible]ts is also maintained at the Bureau for administrative pr[illegible]es.

NW 88321 DocId:32989529 Page 2087

The Communist Party, USA, is divided into district and state organizations, then into county, city, section, and club organizations. The number and nature of these subdivisions are dependent on the number of members in the various localities. Every party member must belong to a party club.

The Communist Party strategy and policy is based primarily on the loyal support and defense of the Soviet Union. The party line changes from time to time depending upon the current program of the international communist movement.

b. Socialist Workers Party

The Socialist Workers Party was founded at a convention held in Chicago, Illinois, from 12-31-37 to 1-3-38. The following statements are taken from the "Declaration of Principles and Constitution of the Socialist Workers Party" which was adopted at this convention:

"The purpose of the party is set forth in its declaration of principles: Its purpose shall be to educate and organize the working class for the abolition of capitalism and the establishment of a workers government to achieve Socialism." (From article 11 under the caption "Purpose.")

"We call upon all revolutionary militants to join with us to build the SWP into the mass revolutionary party which will lead the working class of the United States to power; and which, together with the revolutionists of all countries united in the Fourth International, will achieve the victory of the international revolution and of world Socialism."

"The main specific task of the SWP is the mobilization of the American masses for struggle against American Capitalism, and for its overthrow...." (Part III of above pamphlet.)

Shortly after the Fourth International was founded in Switzerland on 9-3-38, the Socialist Workers Party in the U. S. announced that it was the "American Section" of the "world party of the Socialist revolution" (Fourth International). At a special convention on 12-21-40, the Socialist Workers Party passed a resolution ending its organizational connection with the Fourth International (because of the passage of the Voorhis Act).

This organization follows the Marxist-Leninist-Trotskyist line. Statements made by functionaries indicate that in the event of war between the U. S. and the Soviet Union, the Socialist Workers Party would defend the latter.

c. Deleted

NW 88321 DocId:32989529 Page 2088

with any additional information contained in the Bureau's files.

6. The names of subscribers to Communist Party nominating petitions and the names appearing on subscription lists of [the Communist Party, USA, publications] and publications and organs of the organizations set forth in 1 a, b, c, and d must be indexed in the field office covering the address shown for the subscriber and should not be forwarded to the Bureau for indexing. Mailing lists as such which cannot be identified as membership lists of subversive organizations also should be indexed in the field and not forwarded to the Bureau. Field offices obtaining such lists must promptly furnish them to the office covering the address shown for the subscriber.
7. Important subversive derogatory information concerning any individual and any new subversive derogatory information concerning any individual of importance must be brought to the attention of the Bureau by expeditious means.
8. Subversive and nonsubversive derogatory information coming to the attention of the field office through a name check or otherwise on an employee of the executive branch of the Government, which information is within the purview of Executive Order 10450, should be forwarded promptly to the Bureau for dissemination to the Civil Service Commission. In addition, subversive derogatory and other information relating to other employees of the Government and to employees of the United Nations and of other public international organizations received by the field office should be brought immediately to the attention of the Bureau.
9. These instructions do not affect and are in addition to existing instructions for the submission of information in report form.

C. INVESTIGATION OF THE COMMUNIST PARTY, USA, SOCIALIST WORKERS PARTY, AND OTHER MARXIST REVOLUTIONARY-TYPE ORGANIZATIONS

1. Policy

a. Communist Party, USA

By Presidential directive on 9-6-39, and subsequent restatements (see section 102, volume IV, of this manual), this Bureau is charged with the responsibility of coordinating all information with regard to the internal security of the U. S. Since 1939, a large portion of the Bureau's security investigations has been directed toward a coverage of the activities of communists and other groups whose aims seek the overthrow of the U. S. Government. The Communist Party, USA, is the best organized and most dangerous from a security standpoint. The party is not an isolated or purely domestic organization but is part of an international communist movement led and dominated by the Communist Party of the Soviet Union, the ultimate aim of which is to establish a world-wide communist state. The Communist Party, USA, bases its theory on the principles of Marxism-Leninism. (Considerable evidence shows that these principles look toward the violent overthrow of the U. S. Government or its downfall in the event of a war with the Soviet Union.) It would be a grave error to suppose that, because the party is actually and potentially small, it is not dangerous. The contemplated role of the party is such that it can be played best by an organization which is cohesive, easily mobilized, highly maneuverable, fanatically zealous, well disciplined, and immediately responsive in an emergency to the demands of its leaders. The highest authority in the Communist Party, USA, is the national convention which meets approximately once every two years. Between these conventions, the national committee is the highest authority of the party.

NW 88321 DocId:32989529 Page 2089

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2090

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2091

Communist Party members, review of field office files, pretext interviews, surveillances, Special Agents attending mass meetings, etc.

4. Internal Security Act of 1950
   To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to show extent to which
   a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of
   b. Its support, financial or otherwise, is derived from
   c. Its funds, resources, or personnel are used to further or promote objectives of
   d. Positions taken or advanced by it from time to time do not deviate from those of

   Any communist-action organization, communist foreign government, or the world communist movement.

[5. [Deleted]

6. Classification - 100
7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.

NW 88321 DocId:32989529 Page 2092

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 2093

TABLE OF CONTENTS
87D
SECURITY INVESTIGATIONS OF INDIVIDUALS

NW 88321 DocId:32989529 Page 2094

III.	Sex	
	Male	M
	Female	F
IV.	Citizenship	
	Native born	NB
	Naturalized	NA
	Alien	AL
	(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)	
V.	Organizational affiliation or nationalistic tendency	
	American Socialist Clubs	ASC
	American Workers' Communist Party	AWC
	Anarchist	ANA
	Black Nationalist	BNT
	Communist Party, USA	COM
	Johnson-Forest Group	JFG
	[Minutemen	MIN]
	Nation of Islam	NOI
	Nationalist groups advocating independence for Puerto Rico	PRN
	Progressive Labor Party	PLP
	Proletarian Party of America	PPA
	Revolutionary Action Movement	RAM
	Socialist Workers Party	SWP
	Spartacist League	SPL
	Student Nonviolent Coordinating Committee	SNC
	Students for a Democratic Society	SDS
	Workers World Party	WWP
	Bulgarian	BUL
	Cuban	CUB
	Czechoslovakian	CZE
	Hungarian	HUN
	Romanian	ROM
	Russian	RUS
	Yugoslavian	YUG
VI.	Priority designation	
	Priority I	P I
	Priority II	P II
	Priority III	P III
VII.	Top functionary designation (where applicable)	
	Top functionary	TF
VIII.	Special section cards	
	Atomic energy program employees	AEP
	Cuban special section	CUB
	Espionage subjects	ESP
	Foreign government employees	FGE
	Pro-Tito subjects	YUG
	United Nations employees	UNE
	U. S. Government employees	GOV
IX.	Unavailable section cards	
	Missing	MI
	Out of country	OC
	Imprisoned	PR
X.	Date and place of birth	
XI.	Key facility geographical reference number obtained fr the Department of Defense Key Facilities List and abbr viation denoting the agency having security responsibility for the key facility (where applicable)	
XII.	Residence address	

NW 88321 DocId:32989529 Page 2095

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.

XIV. Field office file number

(b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

(A) Complete description

(B) Notation that security index flash notice has been submitted for posting in Identification Division

(C) Photograph, with date taken placed below. This photograph is to be the most current or best likeness of subject.

(D) Dangerous characteristics of subject, including notation if subject possesses firearms

(E) Other data which will assist in effecting apprehension of subj ct, such as directions to residence or employment, where subject not situated in usual locations, li ng of number of minor children and aged depe ents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special, and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appe ing on FD-186 has been posted on the card to be attach it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The 5- by 8-inch security index cards are printed by autom ic data processing and transmitted to the field. Through e use of this device, the security index can be broken d n into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all alia of security index subjects is also maintained at the Bur. for administrative purposes.

NW 88321 DocId:32989529 Page 2096

v. Persons active in the Communist Party or other organization underground apparatus

vi. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency

(C) Individuals employed in or having access to key facilities

II. Security index subjects considered for priority II

(A) All individuals who are considered to be of second level leadership of basic revolutionary organizations and other subversive organizations and individuals who present a significant threat but are in less influential positions than those in priority I

III. All other individuals on the security index will be tabbed priority III.

(c) Recommendations for and removal of priority designation

I. Approval of SAC

Designation of each subject as to priority or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor.

II. When form FD-[illegible] is submitted recommending either tabbing for priority or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.

(d) Administrative procedures for handling priority program

Take following action to assure that security index cards for subjects tabbed for priority of apprehension will be readily available for emergency action in your office:

I. Geographical section

Divide geographical section of security index into three distinct parts.

(A) Part I of geographical section shall include only security index cards for subjects who are tabbed priority I.

(B) Part II of geographical section shall contain security index cards for all subjects that are tabbed priority II.

(C) Part III of geographical section should contain security index cards for all subjects who are tabbed priority III.

(D) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I, II, and III.

(E) Priority cards will be the following colors: priority I - beige, priority II - green, priority III - white

III. Alphabetical section

(A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.

(B) Priority tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "P I," "P II," or "P III" in first line on the cards.

NW 88321 DocId:32989529 Page 2097

(e) General

I. Tabbing of cards

The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab.

II. Removal from priority I and priority II

Careful analysis must be made of each case in which deletion from priority I and priority II is proposed. For instance, when a subject is being removed from priority I or priority II tabbing, file review may well disclose that subject qualifies for priority tabbing for reasons covered in 87D 7b (11) (b).

c. Individuals employed in or having access to key facilities

(1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

(b) Verification of key facility status of place of employment

Department of Defense Key Facilities List (maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

NW 88321 DocId:32989529 Page 2098

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2099

INDEX FOR SECTION 87D
References are to page.

NW 88321 DocId:32989529 Page 2100

"(4) the extent to which the positions taken or advanced by it from time to time on matters of policy do not deviate from those of any Communist-action organization, Communist foreign government, or the world Communist movement referred to in section 781 of this title."

e. [Deleted]

f. [Deleted]

3. [How proceedings are instituted (Title 50, USC, § 792 (§ 13 of act))
Whenever the Attorney General has reason to believe that any organization is a communist-action organization or a communist front organization, or that any individual is a member of an organization determined by a final order of the Board to be such, he shall file a petition with the Board and serve upon the organization or individual, as the case may be, a copy thereof, for a determination that such is true via a hearing before the Board.

4. Findings of the Board and publication of same (Title 50, USC, § 792 (§ 13 of act))
If, after a hearing on the matter, the Board finds - (1) that an organization is a communist-action organization or a communist front organization, it shall make a report in writing to state its findings and cause to be served on such organization an order determining the organization to be a communist-action organization or a communist front organization, or (2) that an individual is a member of a communist-action organization, it shall make a report in writing in which it shall state its findings and cause to be served on such individual an order determining such individual to be a member of a communist-action organization.

a. Findings of the Board shall be published in the Federal Register that such orders have become final and this publication shall be notice to all persons that such orders have become final. Records of the Board concerning such hearings shall be available to the public.

5. Employment of members; contribution of funds, services, or advice by Government personnel (Title 50, USC, § 784 (§ 5 of act))
"(a) When there is in effect a final order of the Board determining any organization to be a Communist-action organization or a Communist-front organization, it shall be unlawful -
"(1) For any member of such organization, with knowledge or notice of such final order of the Board -
"(A) in seeking, accepting, or holding any nonelective office or employment under the United States, to conceal or fail to disclose the fact that he is a member of such organization; or
"(B) to hold any nonelective office or employment under the United States; or
"(C) in seeking, accepting, or holding employment in any defense facility, to conceal or fail to disclose the fact that he is a member of such organization; or
"(D) if such organization is a Communist-action organization, to engage in any employment in any defense facility; or
"(E) to hold office or employment with any labor organization, as that term is defined in section 2 (5) of the National Labor Relations Act, as amended (29 U. S. C. 152), or to represent any employer in any matter or proceeding arising or pending under that Act.
"(2) For any officer or employee of the United States or of any defense facility, with knowledge or notice of such final order of the Board -
"(A) to contribute funds or services to such organization; or
"(B) to advise, counsel or urge any person, with knowledge or notice that such person is a member of such organization, to perform, or to omit to perform, any act if such act or omission would constitute a violation of any provision of paragraph (1) of this subsection."

NW 88321 DocId:32989529 Page 2101

6. Use of mail and instrumentalities of interstate or foreign commerce (Title 50, USC, § 789 (§ 10 of act))
The act requires any person acting for or on behalf of any organization for which there is in effect a final order of the Board determining it to be a communist-action organization or communist front to label properly all publications transmitted through the mail or by any means or instrumentality of interstate or foreign commerce.
7. Penalties (Title 50, USC, § 794 (§ 15 of act))
Any organization which violates any provision of section 10 of this act shall, upon conviction thereof, be punished for each such violation by a fine of not more than $10,000. Any individual who violates any provision of section 5 or 10 of this act shall, upon conviction thereof, be punished for each such violation by a fine of not more than $10,000 or by imprisonment for not more than five years, or by both.
8. Reporting of evidence developed on individual members
Any admissible evidence showing a violation of the Internal Security Act of 1950, as amended (Title 50, USC, § 784), as it pertains to union officers, employees, and representatives of management (see item 5, part (a) (1) (E) above, and volume III, section 67C, of this manual), should be furnished the Bureau in a report on the individual and the report should carry the single character, Internal Security Act of 1950 - Labor (classification 122). Any admissible evidence showing a violation of this act on the part of any other individual should be furnished the Bureau in report on the individual and the report should carry the dual character, Internal Security - C or Security Matter - C, and Internal Security Act of 1950 (classification 100). See section 87D of this manual for complete instructions relative to investigation of individuals.
9. Instructions
The Bureau's responsibilities in connection with the internal security of this country necessitate that we promptly and thoroughly investigate all organizations subject to communist infiltration, influence, or control as set forth in section 87E of this manual. In view of the Internal Security Act of 1950, the necessity of developing legally admissible evidence as to the communist character of any organization must be emphasized during our investigation. Keeping in mind the factors to be considered by the Subversive Activities Control Board in determining whether an organization is a communist front, every effort must be made to develop legally admissible evidence relating to these factors. An investigation of any organization which might fall within the provisions of the Internal Security Act of 1950 should carry the dual character, Internal Security - C, Internal Security Act of 1950.
10. Emergency detention provisions (Title 50, USC, §§ 811-826)
Sections 100 to 111 inclusive cover the detention provisions of the act in the event of a state of "Internal Security Emergency" and set up a program for the arrests of certain individuals, provisions for hearings after arrest, and the right to judicial review. Criminal provisions are set out in sections 112 to 114 inclusive, making it unlawful in connection with the detention provisions of the act to resist arrest, knowingly disregard or evade apprehension, escape from confinement, or conspire with others to escape from confinement or detention. Violations are also set out covering the aiding and assisting in the commission of the violations mentioned above and in the willful interference with the activities of any member of a review board set up under the detention provisions or any of its agents.
   a. Bureau instructions
   These provisions do not affect instructions regarding individuals considered dangerous or potentially dangerous to the internal security as outlined in section 87D of this manual.

NW 88321 DocId:32989529 Page 2102

(3) By force or violence, or
By assassination of any officer of such government
It will be necessary to show:
(a) The identity and official capacity of such officer
(b) The identity of persons conspiring to assassinate, or actually assassinating such officer
(c) Full details surrounding the assassination or attempted assassination
(d) Reasons for the assassination, and ends to be gained by such assassinations, or

b. Printed, published, edited, issued, or circulated
(1) The person with the intent to cause the overthrow or destruction of the Government of the U.S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
(2) Printed, published, edited, issued, circulated, sold, distributed, or publicly displayed written or printed matter
(3) Advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying the Government.

NW 88321 DocId:32989529 Page 2103

of the U. S. by force or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof, or

c. Organized society, group, or assembly
   (1) The person organized, or helped organize, a society, group, or assembly of persons
   (2) Which taught, advocated, or encouraged the overthrowing or destruction of the Government of the U. S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof -
   (3) By force or violence, or
   (4) The person became a member of, or affiliated with, such society, group, or assembly of persons
   (5) Knowing the purpose thereof

B. SUBMISSION TO THE BUREAU OF SUBVERSIVE DEROGATORY INFORMATION ON INDIVIDUALS

1. To insure the proper discharge of the Bureau's responsibility to furnish information at the seat of Government at the request of other agencies and to have it available at the seat of Government when such requests are received from other agencies, the Bureau must be promptly furnished, for indexing purposes, by offices covering the national and local headquarters of the various subversive organizations, the names of, and identifying data concerning, persons affiliated with and becoming affiliated with the following types of organizations:
   a. Basic revolutionary organizations or groups
      Communist Party, USA
      Socialist Workers Party
      Proletarian Party of America
      Other Marxist revolutionary organizations including splinter groups, if any, of the preceding three organizations
      Nationalist Party of Puerto Rico
   b. Nationalist and fascist-type groups
   c. Front organizations of 1, a and b above, including those
      (1) Cited by the Attorney General
      (2) Cited or declared by the House Committee on Un-American Activities [(now House Committee on Internal Security)]or by any of the various legislative committees
      (3) Described as such or as an organization dominated or controlled by one of the basic revolutionary organizations or groups by security informants or other sources of known reliability
   d. Black nationalist extremist groups

   Such lists should include the organization's membership list and any other record showing affiliation.
2. Field offices obtaining information concerning such affiliation of individuals residing outside their territory must expeditiously furnish such information to the office covering the address of the person.
3. The information should be submitted to the Bureau in duplicate by letter captioned with the title of the organizational case file, for example, "Communist Party, USA, ________District, ________Division; Internal Security - C" or "Socialist Workers Party, ________Division; Internal Security - SWP" and should clearly indicate that the list is being furnished to the Bureau for indexing purposes only.
4. Information received from all sources, including that received from confidential sources, highly confidential sources, reports of security informants and sources, and public and other sources, should be reviewed to insure that the Bureau has been furnished in the past and will be furnished in the future lists of all individuals (together with identifying data) affiliated with all organizations set forth in 1 a, b, c, and d.
5. In forwarding such information to the Bureau, the offices should incorporate, insofar as possible, information concerning a number of individuals in one letter. The letter should contain sufficient identifying data concerning each individual to enable the Bureau to identify that individual

NW 88321 DocId:32989529 Page 2104

(5) In evaluating this type of case, carefully consider the nature and activities of the front organization in behalf of the Communist Party or other revolutionary organizations throughout the country or in a certain area.

c. Special training in a subversive movement
   (1) Training in the Lenin School or in a subversive movement abroad
   (2) Leadership training in one of the basic revolutionary organizations mentioned above

d. Military service
   (1) Service in the Abraham Lincoln Brigade. Membership in one of the basic revolutionary organizations is not a prerequisite to initiating investigations in this category.
   (2) Service in the military forces of any country, including the U. S. armed forces or the Office of Strategic Services whenever there is an allegation that an individual has been a member of one of the basic revolutionary organizations at any time

e. Employment in key facilities
   Investigate the activities of any individual employed in or having access to a key facility who is alleged to have been at any time in the past a member of any basic revolutionary organization or against whom sufficient other subversive information is known.

f. Other individuals with revolutionary beliefs
   Individuals who, because of anarchist or revolutionary beliefs, are likely to seize upon the opportunity presented by a national emergency to endanger the public safety and welfare. Membership or affiliation in basic revolutionary or front groups is not a prerequisite to initiating investigations of this type. Use sound judgment and discretion in this evaluation,

   Falling within the above category are members of the Nation of Islam. When it is known or becomes known that this organization is active in the field office territory, a security-type investigation of all individuals who are reported to be (1) functionaries or leaders of the Nation of Islam, or (2) active particip... carrying out fanatical and disloyal aims of the organization shoul... initiated. Investigations should not be initiated based on mere membership alone.

   During the course of security investigations of individuals affiliated with the Nation of Islam, be alert for any information indicating a possible violation of the Selective Service ...t.

The above standards for institutions of investigations of individuals are not to be interpreted as all-inclusive. Where there is doubt an individual may be a current threat to the internal security of the nation, the question should be resolved in the interest of security and investigation conducted.

The categories specified as a through f above are to be distinguished from

NW 88321 DocId:32989529 Page 2105

the criteria to govern the addition of subjects to and retention of subjects in the security index, set out in 87D 7b (3). Investigation should be undertaken when cases fall within the preceding categories, even though under existing criteria the subjects would not be placed in the security index on the information available. The cases should thereafter be investigated actively to determine the scope of subversive activities in which the subjects have been engaged and to fully develop all aspects of the cases in order that a determination can be made with respect to security index status.

Complaints alleging subversive activities of individuals which are received from anonymous sources should not be disregarded provided the allegations are sufficiently specific and of sufficient weight to warrant investigation. Such allegations should receive same consideration as if the identity of the source was known. Do not open cases for investigation based on nonspecific or vague allegations which do not fall within the standards for opening investigations.

Do not institute investigations because of membership in organizations which do not advocate the use of force to bring about changes in the existing Government, e.g., the Socialist Party, the Socialist Labor Party, the Independent Workers of the World and the Independence Party of Puerto Rico (Partido Independentista Puertorriqueño), etc.

Security-type cases already existent must be continually and carefully evaluated to determine that we are fulfilling our responsibilities in the internal security field. Subversive information received regarding any individual should be channelized to the individual's main file. If no main file exists, one should be opened. Cases not warranting further investigative action should be promptly closed and should not be permitted to continue endlessly without a definite objective.

5. Restrictions upon investigations of individuals
   a. Investigations of and interviews with individuals connected with institutions of learning
      (1) Subjects connected with institutions of learning
      The following restrictions apply to employees and students of colleges, universities, and elementary and secondary schools supported by private or public funds. Students and employees of schools, such as the Jefferson School of Social Science, the California Labor School, and others founded by or supported by revolutionary groups, do not come within the meaning of these instructions.
         (a) Prior Bureau authority to institute investigation
            I. Faculty members
            Bureau authority is necessary prior to initiating a security investigation of a faculty member.
            II. Students and nonacademic employees
            Bureau authority is not needed prior to initiating a security investigation of a student or nonacademic employee provided no unusual circumstances exist which would require advice from the Bureau prior to initiating the investigation. Each SAC must see that there is a sound basis for initiating security investigations of such individuals.
            III. Requests for Bureau authority
            When requesting Bureau authority to conduct a security investigation of an individual connected with an institution of learning, the letter should set forth the identity of the subject, his position, and the basis for the investigation.

NW 88321 DocId:32989529 Page 2106

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.

III. If the subject is reported to have gone to any other foreign country, .. Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.

IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

(4) Individuals traveling abroad (Also consider section 105G, volume IV, of this manual.)

When information is received indicating that

a subject of a current [security investigation or where there is information showing subversive activity by a security subject during the past five years,

a subject whose name is included in security index, agitator index, or section A of reserve index,

a subject of a past security investigation who is likely to remain in a foreign country over six months, or

where information available indicates a subject of a past security investigation, although inactive for over five years, may be a "sleeper" or in an underground capacity, or where current information would indicate a need to effect foreign coverage]

intends to travel abroad or has already departed this country for foreign travel, take the following action:

(a) Immediately advise the Bureau by letterhead memorandum setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. Include in the letterhead memorandum a full description of the subject, including all aliases, and in the case of Chinese and Korean subjects Chinese telegraphic code and Korean telegraphic code numbers, as well as a concise resume of available subversive data regarding the subject. Do not delay in advising the Bureau of the actual or intended travel while developing the details of the travel as time is of the essence in this matter.

(b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

NW 88321 DocId:32989529 Page 2107

XI. Inform subjects connected with labor unions that the Bureau is not interested in employee-employer relations and is concerned only with obtaining information on infiltration of labor unions by subversive elements.

XII. Furnish no information and make no statements to a person being interviewed which might later be used to embarrass the Bureau. Agents should not allow themselves to be interviewed by the interviewee or to be placed in a position of answering questions instead of asking them.

XIII. Terminate immediately an interview if the subject proves to be hostile or uncooperative on initial contact.

XIV. Exploit a subject's knowledge to the utmost if he is found to be willing to furnish information of value.

XV. Questions asked of a subject being interviewed should be so worded as to require an admission or denial of all pertinent items of subversive information developed during prior investigation unless to do so would expose investigative techniques or security informants.

XVI. A cordial and friendly attitude alone on the part of a subject should not be construed as evidence of cooperation insofar as potential dangerousness is concerned when he fails to admit or furnish substantially the same subversive information verified through previous investigation.

XVII. Inform the subject that we are interested in interviewing him in great detail and arrange to conduct the interviews over as extended a period of time as necessary to develop the matter fully. Conduct necessary investigation or research to verify or add to what is being developed on interview. Request information from other offices or the Bureau to assist in the interview if necessary.

XVIII. Reduce information obtained to a signed statement if subject willing that this be done.

XVIX. Determine willingness to testify to information furnished in possible future Federal proceedings.

XX. Consider possibility of developing these individuals as informants. If possibility is apparent, pursue matter with view to establishing subject as a reliable source in the subversive movement with which he has been connected.

XXI. When no information is developed during the course of an interview which would affect a subject's status, submit the results thereof in letter form immediately following the interview and also in the next report submitted in the case. At least one report will be submitted in each case in which a subject is interviewed with Bureau authority. In the case of an individual employed in or holding a sensitive position enumerated in 87D 6b (7) (e) IV above, the results of all interviews must be submitted promptly in report form until such time as he begins to cooperate as a security informant or a source.

XXII. Report information regarding the subject's admissions of his own subversive activities and associations and set forth a statement to the effect that he did or did not furnish information regarding subversive activities of others.

XXIII. Report statements of denial regarding subject's subversive activities developed through prior investigation and follow by a brief summary statement of the past subversive activity which is being denied by the subject.

NW 88321 DocId:32989529 Page 2108

XXIV. Letter transmitting results of an interview must contain:
(A) A definite statement or conclusion of interviewing Agents as to cooperativeness of subject
(B) Whether information furnished by him coincides substantially with information developed against him
(C) Reasons for the conclusions
(D) Statement as to subject's availability as a potential witness and evaluation of subject's potential as an informant or confidential source
(E) Further contacts contemplated
(F) Recommendation that the security index card be canceled when it is determined from statements furnished by a security index subject regarding his subversive activities and associates, considered with other known information and factors, that the subject is no longer to be considered dangerous to the internal security in time of an emergency

XXV. The above instructions shall not preclude immediate interview of subject of a security-type investigation who contacts a Bureau representative and expresses a desire to furnish information concerning subversive activities. They do not apply to an interview of a person once he is an established informant or confidential source.

XXVI. Reinterviews with security index subjects should be considered on a systematic basis. This may be done by considering a recontact immediately prior to the time when it is necessary to submit a periodic report. In all cases in which subjects have been interviewed in the past with Bureau authority and no reinterview is conducted prior to the submission of the periodic report, the cover page(s) accompanying report should show why a reinterview was not conducted. Results of reinterviews should be submitted in report form.

(g) Maintenance of file on defected subjects
I. A dead file should be maintained for reference purposes in those offices having sufficient volume of security work to justify such action.
II. Copies of memoranda designated for individual case files should be routed to this file. Such memoranda to contain:
(A) The background of the defectee
(B) Type of information he may furnish
(C) Period covered by this data

NW 88321 DocId:32989529 Page 2109

unequivocal regardless of Yugoslavia's foreign policies.

(G) Cuban

In order that, in the event of an emergency involving Cuba and the U. S., special handling may be afforded those subjects whose organizational affiliation or nationalistic tendencies are shown as "Cuban." Security index cards denoting such will contain the code "CUB" on line 1.

Standards for inclusion of subjects in the special section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for preparation of a security index card on an individual falling in one of the above categories, form FD-122 must include the words "Special Section" typed in the upper right portion thereof. The proper category should be typed on FD-122 in the space provided behind the words "MISCELLANEOUS (Specify)."

Security index cards to be placed in the special section shall bear the appropriate code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt from the Bureau of the three security index cards of subjects in these categories, the required additional data shall be placed on two which shall be filed alphabetically in the appropriate subsection of the special section. The third card shall be filed in the alphabetical section of the security index. Under no circumstances should special section security index cards be filed in the geographical section of the index.

When a security index subject whose card is maintained in the special section no longer comes within one of the categories of the special section, FD-122 must be submitted with the words "Remove from Special Section" typed in the space provided behind the words "MISCELLANEOUS (Specify)." If the card should be placed in the unavailable section, the statement "Place in Unavailable Section" should be added in this space. When the new cards are received from the Bureau, they should be checked for accuracy and the description and photograph, if available, should be placed on separate cards of similar size and attached to the back of two of the cards. These two cards should then be filed in the geographical or unavailable section (where applicable) and the other card filed in the alphabetical section of the security index. The old cards should be destroyed.

The special section card shall [indicate the priority level for apprehension.]

It is not contemplated that subjects of security index cards maintained in the special section will be apprehended under a mass apprehension program. The cases of such subjects shall be given individual attention upon the inception of the apprehension program and the subjects will not be apprehended in the absence of specific Bureau instructions in each case.

IV. Unavailable section

Security index cards of individuals who are missing, out of the country, or are imprisoned shall be retained in the unavailable section. This section shall be broken down into three subsections headed by tabs marked "Missing,"

NW 88321 DocId:32989529 Page 2110

"Out of the Country," and "Imprisoned." The unavailable section shall be maintained in accordance with the following instructions:

(A) Missing subjects
Security index subjects are not to be included in the unavailable section as missing immediately upon determination that they are no longer located at their previously known places of residence or employment. The action required in 87D 6b (3) above must be taken prior to submitting FD-122 placing a subject in the unavailable section as a missing subject. The Bureau must be periodically advised of the investigative steps taken to locate missing security index subjects in accordance with 87D 6b (3).

If the subject is missing, the word "Missing" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)."

(B) Subjects out of the country
The security index cards of subjects who are found to have departed from the U. S. or Puerto Rico for a foreign country shall be placed in this subsection of the unavailable section of the security index unless their cards should be cancelled in accordance with instructions set forth below under 87D 7b (10) (b).

If the subject is out of the country, the words "Out of the Country" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." If the foreign address is known, place it on FD-122 in the space provided for the residence address. If the subject is only known to be in a certain foreign country and his residence there is not known or is only known to be traveling abroad, include this information on FD-122. If the subject's current employment abroad is known, include it on FD-122.

The case of any security index subject who is out of the country must be followed at least [once each year] for verification of the subject's address, the same as any other security index case, to determine if the subject has returned to this country.

Appropriate stops should be placed with the Immigration and Naturalization Service to be advised of information which may become available to it indicating the subject's return to this country.

(C) Imprisoned subjects
The cards of security index subjects who are found to be imprisoned shall be placed in the unavailable section of the security index.

If the subject is in prison, the word "Imprisoned" shall be typed on the space provided on FD-122 behind the words "MISCELLANEOUS (Specify).". The identity of the institution in which the subject is incarcerated shall be typed in the space provided for the residence address. The space for the business address shall be left blank.

NW 88321 DocId:32989529 Page 2111

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

(a) The data recorded on security index cards shall be in an up-to-date status at all times.

(b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of security index subjects in priority I must be checked at least once each three months. The residence and business addresses of all other security index subjects must be checked at least once each [year,] except those imprisioned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country, including Cuba since 10-1-60) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every [ninety] days. The case of any security index subject who is out of the country must be followed at least [once each year] to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone once each six months for those individuals in priority I and once [every two years] for all other subjects. Pretext means may be utilized during other periodic checks conducted either personally or through appropriate sources.

(c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.

(d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence or employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.

(e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.

NW 88321 DocId:32989529 Page 2112

(f) The project of verifying addresses of security index subjects shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Verification should also be made at the time of submission of all [periodic] investigative reports and should be reported therein.

(8) Changes, additions, and deletions of data appearing on security index cards

(a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, [priority designation,] date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.

(b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.

(c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.

(d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.

(e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."

(f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:

I. Check accuracy of data on cards.

II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them, and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.

III. File third card in alphabetical section of security index.

IV. Destroy old cards.

(9) Movement of subjects between offices and transfers of security index cards

(a) Subjects of security index cards

I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.

II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.

III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title [and priority level designation.]

IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

NW 88321 DocId:32989529 Page 2113

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

[f. [Submission of and general rules concerning security reports]

(1) General

[[Submission of summary reports should not be delayed for the
[purpose of conducting current investigation in previously
[closed cases, but appropriate leads should be set out.]
[

NW 88321 DocId:32989529 Page 2114

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f (2) and (7).

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Schedule of submission of reports
Reports shall be submitted on individuals designated for priority as follows: priority I -[annually](top functionaries - [annually);]priority II - annually; priority III - every 2 years.

(3) Origin
The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

(4) Classification
- (a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology
- (b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character
- (c) 157 - Nation of Islam and other black nationalist matters

(5) Title
Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

NW 88321 DocId:32989529 Page 2115

(6) Character
(a) Top functionaries
Internal Security (or Racial Matters if subject is a black nationalist) - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:

Internal Security - C
Internal Security - SWP
Racial Matters - NOI

(b) Others
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.
Examples:

Security Matter - C
Security Matter - SWP
Security Matter - X (native fascist)
Security Matter - M (miscellaneous)

When a subject is deleted as a top functionary, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a top functionary, the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.

(7) Status
All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:
(a) Top functionaries
I. Pending inactive
(A) Reports are to be submitted [annually.] Forty-five days prior to the date a report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.
(b) Key facility cases
Key facility cases are to be maintained in pending-inactive status. (See 87D 7c (4).)

NW 88321 DocId:32989529 Page 2116

(c) Other security index subjects
I. Closed
(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of a periodic investigative report according to priority designation. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter (form FD-400) to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the periodic report is due.

(d) Cases of subjects recommended for security index
I. Pending inactive
(A) If all active investigation completed at the time FD-122 forwarded to Bureau
(B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

II. Closed
(A) Upon receipt of security index card from Bureau and dissemination to Secret Service
(B) Thereafter follow by administrative tickler for investigative report as in (c) above.

(e) Subjects not in security index who are not to be included therein
I. Closed
(A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(8) Content
(a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.:
I. Background
(A) Birth date
(B) Citizenship status
(C) Education
(D) Marital status
(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
(F) Identification record
(G) Employment
(H) Residence
(I) Status of health (if known)

II. Connections with Communist Party, other basic revolutionary groups, front groups, black nationalist extremist groups, and/or other subversive organizations or unorganized groups
(A) Information concerning admission to revolutionary group including sponsors, etc.
(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

NW 88321 DocId:32989529 Page 2117

The above is not all-inclusive. Facts developed in each case will produce information which will be indicative of the necessity for conducting further investigation along lines which will necessitate the use of various investigative techniques to develop the case fully. The successful investigation of an individual will depend upon the resourcefulness of the investigating Agents in developing techniques which will further establish the subversive activity of a subject.

Discretion must be used in those instances in which contact with persons known to the subject is believed desirable. Where such contact is contemplated, the Agent should assure himself of the character, loyalty, and reliability of the person to be contacted concerning the subject by reviewing the office indices and in some instances conducting preliminary inquiry, possibly under pretext, with others to ascertain the character, reliability, and loyalty of the person of whom inquiry concerning the subject is intended.

In conducting security investigations the necessity of obtaining admissible evidence must be continually borne in mind. However, sources furnishing information of a confidential nature are valuable and should be continued and enlarged for the purpose of obtaining information which can be corroborated by other sources which can be disclosed, thus rendering the information admissible as evidence.

The danger of relying upon evidence from only one confidential informant or other source is obvious and every effort should be made to obtain evidence from various types of sources and through various investigative techniques.

Information obtained from one source should be corroborated by contacts with confidential informants, public and private sources, through physical and photographic surveillances, review of office files, and other sources. Adequate coordination of information received from confidential sources with active investigation should be maintained at all times. For example, when it is ascertained through one of these sources that an important meeting is to occur, the nature of the meeting should be confirmed if possible by independent sources which can furnish evidence of an admissible character. The meeting should be covered by arrangement for attendance by confidential informants to obtain admissible evidence of the proceedings. The meetings should be placed under physical surveillance, licenses of automobiles parked near the meeting place noted, and attendants identified. If possible and advisable, photographic surveillances should be established. Other types of information received from confidential sources should receive similar attention in order that verification may be made and admissible evidence developed.

(6) Preservation of evidence

(a) Identify, preserve, and maintain continuity of evidence obtained with a view to its possible admission in Federal proceedings. Identify specifically as to source and date.

NW 88321 DocId:32989529 Page 2118

87D

Security investigations

(b) Satisfactory notes or statements [illegible] informants necessary from which to refresh their recollection in the event they [illegible] called upon to testify at some future date. Such notes and statements must be in sufficient detail to serve this purpose and must contain no material which would make their use inadvisable or inadmissible.

(c) Informant's original notes or statements not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings

(d) The above applies to Agent's notes taken during surveillances or evidence otherwise obtained by Agents.

(7) Interviews with subjects of security investigations

(a) Purpose

I. To determine a subject's sympathies when investigation is inconclusive or to determine whether he continues to adhere to revolutionary doctrines

II. To develop information concerning subject's activities and those of others known to him to have been associated with a subversive movement

III. To develop security informants

(b) Subjects not included in the security index

No security investigation of an individual shall be closed unless the subject is included in the security index or consideration given to interviewing him.

(c) Security index subjects

I. Bureau will not authorize cancellation of a security index card on an individual by reason of inactivity in a subversive movement until he has been interviewed or Bureau advised why an interview is inadvisable or impossible.

II. Active subversives should be considered as potential informants. Consider interviews with selected individuals currently active in subversive organizations for development of additional active informants. Proper selection of individuals for interview is most important. They must possess necessary attributes for security informant work.

(d) Without Bureau authority the SAC may:

I. Authorize interviews with individuals who have not been subjects of security investigations and the available subversive information against them is not sufficient to warrant opening cases at this time

II. Grant authority to interview subjects of security cases where the persons have previously been interviewed with prior Bureau authority, provided no change has taken place in the subjects' status and the interviews are conducted under the same conditions as previously authorized

III. Authorize interviews of all persons who were the subjects of security investigations where the cases are now closed (This will include persons who were previously on the security index but whose names have been removed and the cases now closed.)

[IV. Authorize interviews of rank-and-file black extremists except as noted in section 122, volume IV, of this manual]

[V.] In authorizing these interviews no communication to the Bureau will be necessary and if there is a closed file, it should be reopened. If there is no closed file, a new case file of 134 category should be opened. The case should be assigned to an Agent to determine the residence of the subject, to make certain that the subject is identical with the information in the files, and to determine his current employment.

(A) The Agent to whom the case is assigned will prepare a memorandum for the SAC setting forth the information and requesting authority to conduct an interview with the subject solely for the purpose of determining his attitude toward cooperating with the FBI.

NW 88321 DocId:32989529 Page 2119